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REVISED DRAFT
**REGIONAL GROWTH
MANAGEMENT
STRATEGY**

San Diego

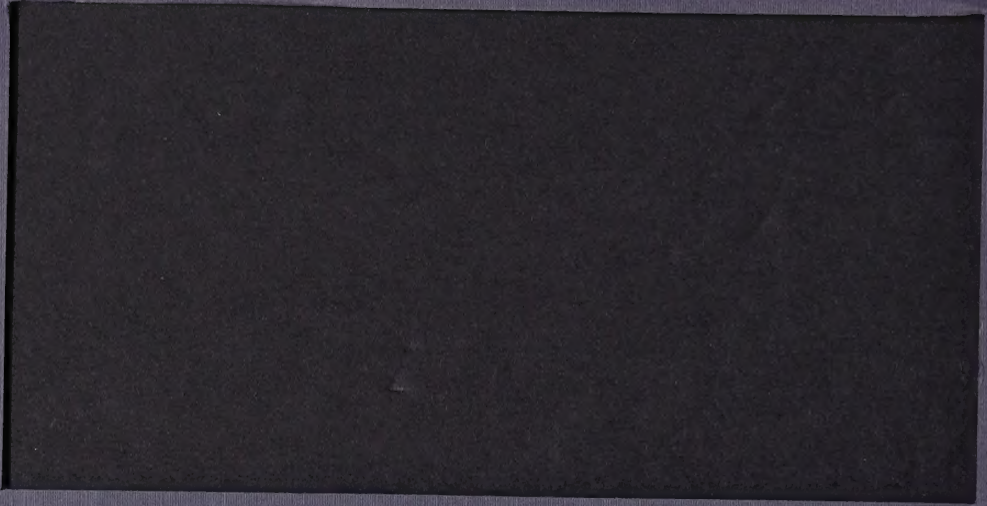


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January, 1992

San Diego



**ASSOCIATION OF
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The Regional Growth Management Strategy was prepared with the cooperation and assistance of the Regional Growth Management Technical Committee. The members of the Technical Committee are listed below:

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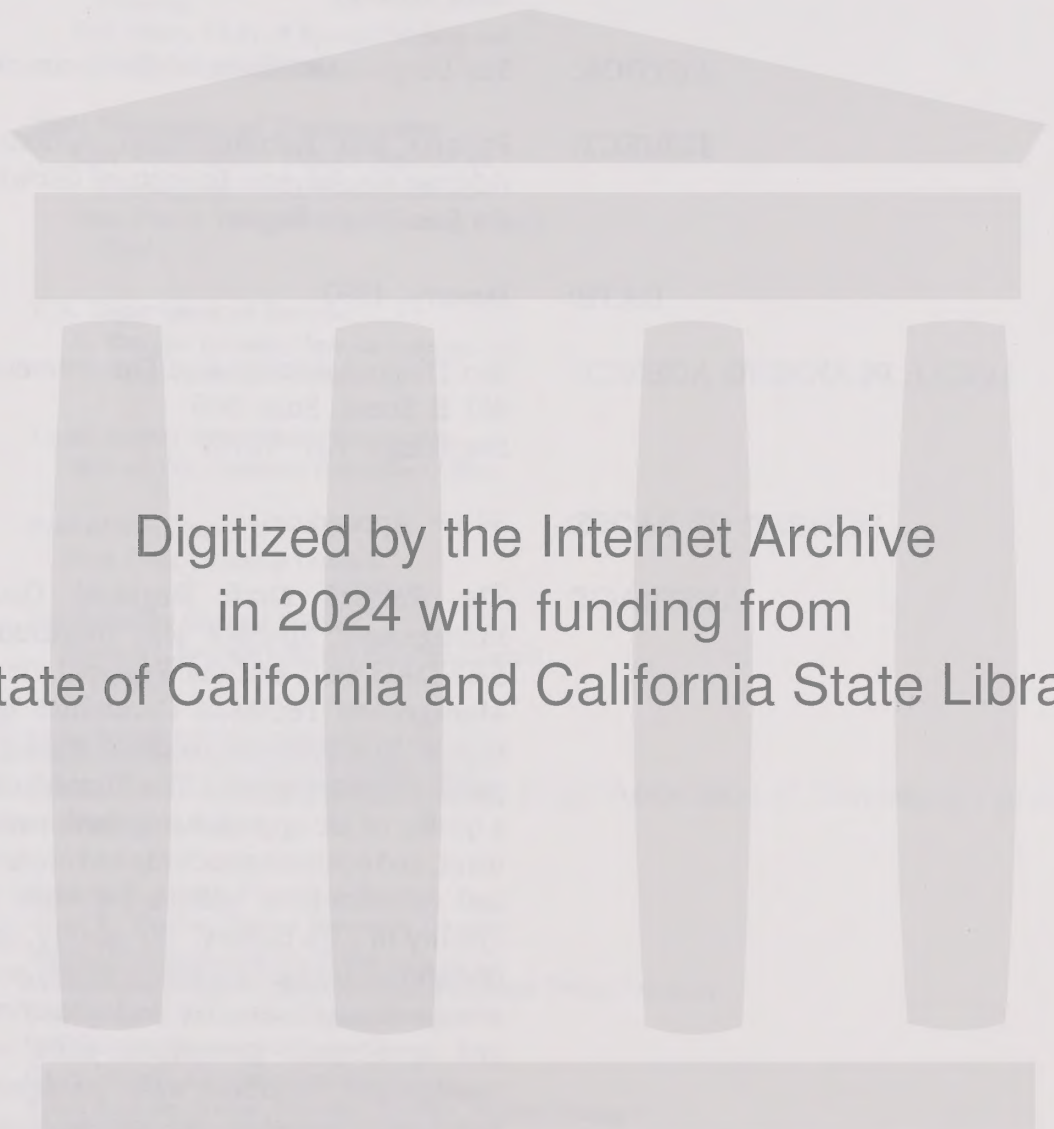
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TABLE OF CONTENTS

INTRODUCTION	1
AN OVERVIEW OF THE REGIONAL GROWTH MANAGEMENT STRATEGY	3
AIR QUALITY	7
TRANSPORTATION/ SYSTEM AND DEMAND CONGESTION MANAGEMENT	11
WATER	15
SEWAGE TREATMENT	21
SENSITIVE LANDS PRESERVATION AND OPEN SPACE PROTECTION	23
SOLID WASTE MANAGEMENT	25
HAZARDOUS WASTE MANAGEMENT	29
HOUSING	31
ECONOMIC PROSPERITY	33
REGIONAL PUBLIC FACILITIES FINANCING AND SITING	35
GROWTH RATE, PHASING AND LAND USE DISTRIBUTION	37
LOCAL/REGIONAL CONSISTENCY	41
APPENDICES:	
1. LOCAL/REGIONAL CONSISTENCY CHECKLIST	43
2. SELF-CERTIFICATION PROCESS AND SCHEDULE	65
3. JOBS/HOUSING BALANCE AND TRANSPORTATION CORRIDOR DENSITIES REPORT	71
3. TEXT OF PROPOSITION C - NOVEMBER, 1988	71
4. NEGATIVE DECLARATION AND INITIAL STUDY	75

INTRODUCTION

The San Diego region, its people and its environment, is about as diverse as a place can be. We come from all walks of life, and this fact, plus the sheer size of the area, contributes to our varied points of view.

But most of us agree about at least one thing -- we don't want the region's growth to make living here a hassle, to hurt our "quality of life". That is what this Regional Growth Management Strategy is all about -- deciding what we are going to do together to manage our growth.

"Together" is a key principle of this Strategy. The actions proposed here will have to be carried out by all of us -- individuals, families, and workers, and by government and business as well.

Managing growth together has the endorsement of the region's voters. In November, 1988, they approved Proposition C, the Regional Planning and Growth Control Initiative, advising local government to jointly prepare a regional plan for growth. This Strategy responds to the voters' wishes.

Our actions in carrying out the Strategy should be aimed at preserving or improving our "quality of life" -- a frequently-used term that is often hard to define.

When they endorsed regional growth management, the voters helped define "quality of life" for us. As a regional community, we should work to improve such things as our air, water, transportation, and waste management.

The Regional Growth Management Strategy presented on the following pages identifies basic factors that help determine the quality of our lives in this region. It also describes what we should do to ensure that we will enjoy the region as much in the future as we do now.

There are at least two ways that the Regional Growth Management Strategy is different from what we have done in the past. These differences also distinguish our area from most other metropolitan areas in the United States.

First, the Regional Growth Management Strategy will be the one place where all actions affecting growth and the region's quality of life will be looked at together. In the past, building highways, locating a new landfill site, or preserving open space have been handled primarily by individual agencies. The Strategy pulls all of the important quality of life issues together in one place to help us better understand what we need to do to maintain and improve our quality of life.

Second, the Strategy establishes a framework for managing growth in the region; creates a way for everyone in the region to agree and cooperate on the best ways to manage growth and improve our quality of life. All of the region's local governments, the 18 cities and the County of San Diego, will have to approve the Strategy and agree to carry out the actions necessary to make it work. In some cases every community in the region will have to agree to do similar things, for example, recycling 50% of the trash in each local jurisdiction by the year 2000. In others, however, there will be trade-offs where one community will have to do more in one quality of life area, while another community takes the lead in another. Locating region-serving facilities such as sewage treatment plants, landfills and jails are examples of such trade-offs.

The level of cooperation, and the commitment to working together on region-wide growth issues is a challenge. Our future quality of life depends on our success.

AN OVERVIEW OF THE REGIONAL GROWTH MANAGEMENT STRATEGY

By 2010~~5~~ the San Diego Association of Governments (SANDAG) forecasts the total population of the region will be nearly ~~3.2~~ 4.0 million people. This means an average increase in population of ~~35,000~~ 59,000 people per year, or about as many people as currently live in the City of ~~San Marcos~~ Carlsbad. This is an increase of about ~~700,000~~ 1.5 million over the next ~~20~~ 25 years, or ~~one-third~~ 60 percent more than the current population of the region. Associated with the population growth is an increase of about ~~300,000~~ 737,000 new jobs and ~~343,000~~ 646,000 new housing units.

The Regional Growth Management Strategy is intended to help ensure that the impacts of this projected growth do not cause our quality of life to suffer. The Strategy is made up of four basic components: the Quality of Life Factors, Standards and Objectives; Recommended Actions; Consistency with Local/Regional Plans; and Monitoring of the Growth Forecast and Strategy (see chart).

Quality of Life Factors

To maintain and improve our quality of life as the region continues to grow, the Strategy focuses on ~~eight~~ nine important environmental and economic factors. These Quality of Life factors are:

- Air Quality
- Transportation System and Demand Management
- Water
- Sewage Treatment
- Sensitive Lands Preservation and Open Space Protection
- Solid Waste Management
- Hazardous Waste Management
- Housing
- Economic Prosperity

~~These Quality of Life factors~~ were chosen because ~~they each~~ addresses issues that affect the whole San Diego region, not just individual jurisdictions. Most were also included in the ballot initiative, Proposition C (a copy of which may be found in Appendix 3). During the preparation of the Strategy other potential quality of life factors such as crime, jobs, energy and schools were discussed. These factors, and others such as historic and cultural resources, may be included in updates of the Strategy.

Quality of Life Standards and Objectives

To determine how well we're doing with respect to maintaining or improving our quality of life, standards and objectives were assigned to each factor. These standards and objectives are the goals of the Strategy. ~~Achieving~~ Our ability to achieve the Quality of Life Standards and Objectives will be the primary measure of the Strategy's success.

The standards and objectives are set in various ways, through federal or state mandates, or by regional initiative ~~local policies and regulations~~. Examples include state and federal air quality standards, ~~local~~ regional open space preservation policies, and the region's Trip Reduction Program to reduce drive alone auto trips.

The standards and objectives are, as a rule, measurable so that we can monitor how well we're doing in meeting them each year. Our success in achieving ~~our~~ these quality of life standards and objectives will depend on everyone, including government agencies, businesses and individuals ~~doing their part~~. And if we succeed, the region will be a better place to live, work and play.

The Quality of Life Standards and Objectives are described on the next few pages along with ~~information on how well we are doing in achieving them today, and what it will take to meet~~ what actions need to be taken achieve them in the future, i.e., the Recommended Actions.

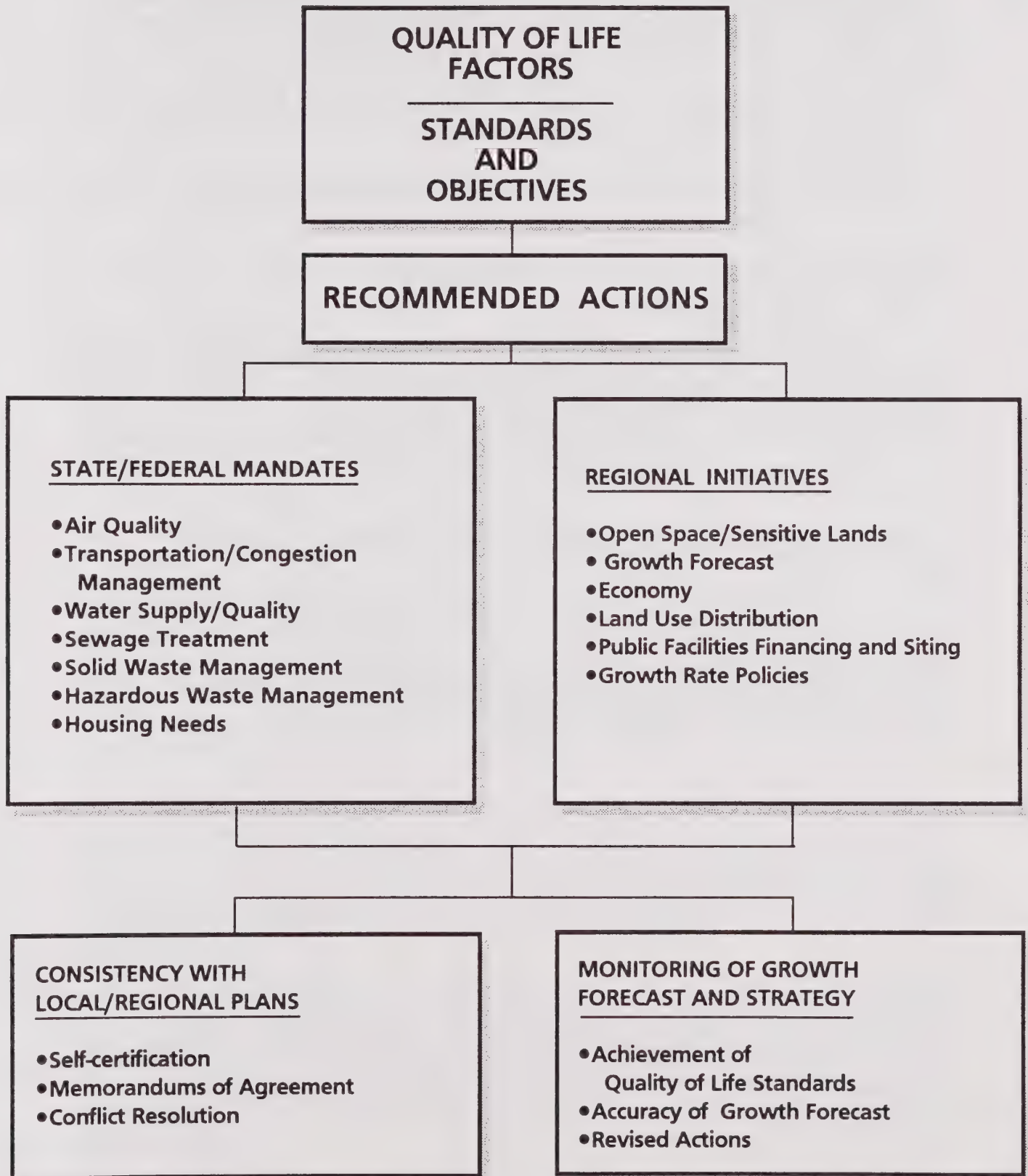
Recommended Actions

The actions recommended to achieve the Quality of Life Standards and Objectives can be divided into two categories: state and federal mandates and regional initiatives, i.e., those things the region has decided to do on its own. ~~in the future~~ Recommended Actions associated with state/federal mandates are included ~~in the plans and programs of several regional public agencies such as the Air Pollution Control District, and the County Water Authority. They, and the other responsible agencies are cited in the appropriate sections below.~~ SANDAG's Regional Housing Needs Statement, Transportation Control Measures, and Congestion Management Program; the Air Pollution Control District's Regional Air Quality Strategy; the County of San Diego's Hazardous Waste Management Plan; and local jurisdiction Source Reduction and Recycling Elements and general plan housing elements. These documents make up most of the recommended actions now contained in the Strategy.

Work has not been completed on most of the regionally initiated plans and programs. A Definition of Regionally Significant Open Space has been completed, but work is continuing on the Regional Open Space Plan. Work is also being done on the issues of Regional Public Facilities Financing, the addition of an Economic Prosperity Quality of Life Factor, Regional Land Use Distribution (Jobs/Housing Balance), and Growth Rate Policies.

Our work towards meeting the Quality of Life Standards and Objectives will likely result in some conflicts between standards, and implementation difficulties. The resolution of these coordination and implementation problems will require the cities and the County to

THE REGIONAL GROWTH MANAGEMENT STRATEGY



work closely with each other, regional agencies like the County Water Authority and Regional Water Quality Control Board, and in some cases state and federal agencies. Two examples of potential coordination and implementation issues are noted below.

- The objective of increasing water reclamation for use in irrigation and stream enhancement may be inhibited by the groundwater quality standards.
- Funding sources for open space acquisition will need to be found to help achieve the sensitive lands/open space Quality of Life objectives.

~~Regional Public Facilities Financing and Siting, and Growth Rate, Phasing and Land Use Distribution~~

~~There are two additional areas of recommendations contained in the Strategy which relate to the achievement of the Quality of Life Standards and Objectives: (1) Regional Public Facilities Financing and Siting, and (2) Growth Rate, Phasing and Land Use Distribution. How we will pay for such things as transportation facilities and open space, and site facilities like new landfills, and whether we should try and balance jobs and housing to reduce traffic congestion and improve air quality, are some of the issues discussed in those sections.~~

Local/Regional Consistency and Monitoring of Growth Forecast and Strategy

This section describes how we will monitor our progress in meeting the Quality of Life Standards and Objectives, and how local jurisdictions and regional single-purpose agencies will be involved in the implementation of the Strategy. A Consistency/Monitoring Checklist will be used by local jurisdictions and regional single-purpose agencies to determine whether their policies, plans and ordinances are consistent with the Strategy.

AIR QUALITY

POLICY: CLEAN UP OUR AIR

Introduction

Clean air is one of the most important factors determining the quality of life in the San Diego region. Although the quality of our air has gradually improved over the past ten years primarily because of controls on motor vehicles which have reduced tail pipe pollutants, the region exceeded the state standard for ozone on 96 days in 1989 due to local sources.

Quality of Life Standards and Objectives

The California Clean Air Act of 1988 requires each air district to prepare and adopt a plan showing how that district will achieve the state's clean air standards. The plan is supposed to address both additional controls on industrial sources of pollution, and transportation control measures to reduce emissions from motor vehicles.

SANDAG is responsible for developing and adopting the Transportation Control Measures (TCMs) to be included in the Revised Regional Air Quality Strategy, based on the criteria adopted by the Air Pollution Control Board. The Air Pollution Control Board will approve the TCMs if they are consistent with the criteria.

The criteria for the TCMs include: increasing the number of people per motor vehicle during commuting hours to an average of at least 1.5 persons per car by 1999 (today we're at 1.1); no net increase in vehicle emissions after 1997; reducing the rate of increase in vehicle trips to no more than the rate of increase in population; a 5 percent yearly reduction in emissions until state air quality standards are met and implementation of all feasible transportation control measures.

SANDAG is also responsible for the preparation and adoption of the Congestion Management Program (CMP) required by State law. The CMP addresses both air quality and transportation issues. Traffic level of service and transit performance standards are established in the CMP. Design standards for new development and redevelopment to improve accessibility for pedestrians, bicycles and transit, and the TCMs will also be included in the CMP.

Recommended Actions

The recommended transportation control measures include the following programs: 1) transportation demand management, 2) a transportation capacity expansion program, and 3) traffic systems management. Each measure is briefly described below.

1. Transportation Demand Management

The Regional Transportation Demand Management (TDM) Program reduces vehicle emissions by decreasing home to work and other vehicle trips, and causing a shift from the single-occupant auto to carpools, transit and other alternatives. This program is aimed at reducing commute travel, travel to and from colleges and universities, and truck traffic during the peak hours.

TDM involves government and business working together to make it easier to carpool, use transit, walk and bicycle, and telecommute. Examples of these types of actions are staggered work hours, employer provided vanpools, and cash incentives for using transit.

2. Transportation Capacity Expansion

The purpose of this program is to provide the transportation alternatives needed to support the TDM program. The program has four components: expansion of transit service, for example, commuter rail between Oceanside and downtown San Diego; designated lanes for carpools and buses; and park and ride and bicycle facilities. These programs are included in the Regional Transportation Plan.

3. Traffic System Management

Traffic System Management (TSM) improves traffic flow by doing things like improving the coordination of traffic signals, metering freeway ramps and providing information for motorists on traffic problems and alternate routes through a Regional Traffic Control Center.

The Strategy includes Recommended Actions for land use and transportation to reduce traffic congestion and improve air quality. These actions will be, or are already, part of the Transportation Control Measures (TCMs) of the revised Regional Air Quality Strategy and the Congestion Management Program.

The most important recommended actions are summarized below.

1. Land Use Actions

- a. The Strategy will recommend local and regional actions intended to reduce trip lengths and improve accessibility for the region's urban residents to jobs, shopping and other regional activities.

- b. The Strategy also will recommend design guidelines for new development and redevelopment to improve accessibility for pedestrians, bicycles and transit. The cities and County will add air quality programs (or elements) to their general plan which will include these guidelines.
- c. The state-required Congestion Management Program, which is an element of the Strategy, contains a "Land Use Analysis Program." The purpose of the Congestion Management Program is to improve the coordination among local land use actions, transportation improvements and the Regional Air Quality Strategy. The purpose of the Land Use Analysis Program is to reduce congestion by achieving "Level of Service" standards for streets and highways and performance standards for transit.

The Land Use Analysis Program has three parts:

- an enhanced environmental (CEQA) review of large development projects by the local jurisdiction/project sponsor to ensure traffic analysis and mitigation for project impacts on the regional transportation system, including state highways, regional arterials, and transit;
- a regional cumulative impact analysis of all projects by SANDAG through the Regional Growth Forecast (Series 8); and
- the design criteria for new development mentioned in item 1b, above.

2. Regional Trip Reduction Program

The Regional Trip Reduction Program is one of the Transportation Control Measures in the Regional Air Quality Strategy. It attempts to reduce air pollution emissions from motor vehicles by decreasing home-to-work and other vehicle trips, and causing a shift from the single-occupant auto to carpools, transit and other alternatives.

Trip reduction involves government and business working together to make it easier to carpool, use transit, walk and bicycle, and telecommute. Examples of these types of actions are staggered work hours, employer provided vanpools, and cash incentives for using transit.

3. Transportation System Management

The primary Transportation System Management actions recommended in the Strategy are:

- a. Optimizing the timing of the traffic signals in the region to reduce congestion on streets and roads and help reduce air pollution from motor vehicles;
- b. Metering all freeway ramps to reduce traffic congestion; and

- c. Setting up a Regional Traffic Control Center at CALTRANS to inform motorists of traffic problems and alternate vehicle routes.

Optimizing traffic signals is one of the Transportation Control Measures in the Regional Air Quality Strategy.

4. Transportation Capacity Expansion to Help Provide Alternatives to Driving Alone

These recommended actions are Transportation Control Measures in the Regional Air Quality Strategy. They provide alternatives needed to support the Trip Reduction Program summarized in item 2., above. The actions include:

- a. Expansion of transit capacity by about 17 percent over the capacity already planned for 2010;
- b. Designated lanes on freeways for carpools and buses;
- c. More parking spaces for park-and-ride commuters; and
- d. More bicycle facilities oriented to home-to-work travel.

TRANSPORTATION/CONGESTION MANAGEMENT SYSTEM AND DEMAND MANAGEMENT

**POLICY: PROVIDE ALTERNATIVES TO SINGLE-OCCUPANT VEHICLE USE AND
REDUCE TRAFFIC CONGESTION**

Introduction

The region's transportation system is a key to our quality of life. Freeways, streets and roads, buses, trolleys, trains, bikeways and walkways are all necessary to accommodate our needs and desires to travel. Our work, recreation, education, health care and many more daily activities are all dependent on our ability to get around. The region's vibrant economy has led to more and more travel in recent years - travel has been increasing at a rate higher than population growth over the past decade. However, people's needs and desires to travel are starting to create problems.

First, the region is running out of money and space to build the facilities to accommodate all this travel. Congestion is increasing, making travel less enjoyable and efficient. When we use up too much of our time trying to get from here to there, our quality of life suffers.

Second, the growing amount of travel in the region is causing problems in other areas important to our quality of life. Air quality is one example. The air quality section of the Regional Growth Management Strategy contains a program of transportation actions to help improve air quality by reducing the use of motor vehicles. This transportation section of the Strategy concentrates on standards, objectives and actions that will better manage our transportation system to provide people with as much mobility as possible, while trying to limit traffic congestion.

Quality of Life Standards and Objectives

The Quality of Life Standards and Objectives for transportation are being developed locally. These objectives emphasize managing existing transportation facilities to meet increasing travel need, rather than simply building more and more facilities. There are four transportation standards and objectives. These are or will be included in the Congestion Management Program (CMP).

1. A level of service standard for the region's arterial roads. Level of service is a measure of the traffic congestion on a road. Arterial streets and roads carry a significant amount of traffic traveling from one community to another. They supplement freeways or

substitute for them in travel corridors where no freeways exist. The arterial level of service standard is Level of Service D. ~~Adjustments could be made to the level of service where mitigation measures have been applied to minimize congestion and/or overriding social or economic benefits to the jurisdiction can be identified.~~ Mitigation measures should be employed to maintain Level of Service D unless overriding social or economic circumstances exist which make such measures infeasible.

2. A level of service standard for the region's freeways. This standard is Level of Service D.

The 1985 Highway Capacity Manual delay method should be used to measure levels of service on arterials and freeways. Descriptions of the level of service standards are contained in the Congestion Management Program. Generally, Level of Service D is considered to be acceptable in urban areas. Many urban areas in the San Diego region have streets and freeways that are currently at LOS E and F; therefore, LOS D is an improvement.

3. Level of service standards for the region's transit systems. These standards are:
 - a. The frequency with which buses and trolleys arrive at bus stops and trolley stations -- 10 to ~~15~~ 45 minutes depending on the type of transit service involved and the area served;
 - b. The proportion of the region's residents served by transit - 50 % of the region's housing units should be located within 1/4 mile of a transit route and 80 % within 1/2 mile of a transit route; and
 - c. Standards to minimize any inconvenience to transit passengers when they are transferring between areas served by different transit operators.
4. Objectives contained in the region's ~~Transportation Demand Management~~ proposed Trip Reduction Program and Ordinance to be adopted by the Air Pollution Control Board as a Transportation Control Measure:
 - a. An increase to at least 1.5 ~~people~~ persons per vehicle on the region's freeways and arterials by the year 2000, and to 1.6 by the year 2010;
 - b. The same ~~drive alone ratios for people~~ number of persons per vehicle for traveling to colleges and universities; ~~and increases in~~ the percentage of students of these institutions who travel to school using transit should increase to 12 % by 2000, and 22 % by 2010;
 - c. A 25 % reduction in commercial truck traffic during rush hour (the peak period) by the year 2000, and a 35 % reduction by 2010.

Meeting these standards and objectives will require many of us to change our travel habits. Carpooling and transit service will be much more accessible and efficient to use in many

areas of the region, and many more people will choose them. While traffic problems will not go away, increases in congestion will be minimized despite continuing population and economic growth.

Recommended Actions

The recommended actions necessary to achieve the Transportation Quality of Life Standards and Objectives are, or will be included in the Regional Transportation Plan. There are ~~three~~ **four** major recommended actions for achieving the transportation standards and objectives. These are the same recommended actions that are described in the preceding Air Quality section: ~~Transportation Demand Management, Transportation Capacity Expansion and Transportation System Management~~ **Land Use Actions, the Regional Trip Reduction Program, Transportation System Management, and Transportation Capacity Expansion to Help Provide Alternatives to Driving Alone.**

~~In addition, the recommendations included in regional transportation studies (e.g., the Route 78 Corridor Study and Mid-County Transportation Study) should be incorporated into local general plans. Note: The recommendations in these studies do not apply to all jurisdictions.~~

WATER

POLICY: ENSURE A SUFFICIENT SUPPLY OF WATER, AND IMPROVE THE QUALITY OF OUR BAYS, RESERVOIRS, STREAMS AND GROUND-WATER

Introduction

The San Diego region depends upon imported water supplies. In 1990, the San Diego County Water Authority (CWA) purchased 95 percent of its water from the Los Angeles-based Metropolitan Water District. This water comes from the Colorado River and Northern California, and is distributed to the CWA's member agencies which supply water to 98 percent of the people who live and work in San Diego County.

Because of our dependence on imported water, the availability of a sufficient supply of water to serve the residents, businesses, institutions and agricultural uses of the region is very important to our quality of life. This fact has become more apparent as the drought has led to the adoption of regulations and restrictions on the use and delivery of water.

After steadily rising over the past 20 years, water use per person has leveled off in the past three years. In the future, the amount of water used per person will decline as long-term conservation measures are implemented and a conservation ethic develops.

Water quality issues are also important to the region's quality of life. We need to clean up, and keep our reservoirs, underground aquifers, bays and estuaries, and year-round streams clean for recreational and other uses. Groundwater supplies should be protected and enhanced, and production of reclaimed water which can be used for irrigation purposes or environmental enhancement (e.g., wetlands restoration) must be treated increased.

Quality of Life Standards and Objectives

The water standards and objectives can be divided into two categories, availability supply and quality. The standards and objectives for availability supply are set locally, primarily by the County Water Authority, based in part on decisions made by the Metropolitan Water District and other agencies such as the sewage treatment agencies which produce reclaimed water. Water quality is the domain of the federal and state governments.

Water Availability Supply

The availability supply of water depends on four three components: supply, conservation, reclamation and storage water resources, infrastructure (pipelines, pumps and reservoirs) and demand management. Because of the periodic drought and our dependence on imported water, we must be concerned with both the short-term and long-range aspects of water availability supply. Both are addressed in the following standards and objectives.

- ~~1. A sufficient supply of water should be provided to serve the residents, businesses, institutions and agricultural uses in the region based on the implementation of the County Water Authority's Five Year Conservation Program and Drought Response Program.~~
1. A safe and reliable supply of water should be provided to serve the residents, businesses, institutions and agricultural uses in the region.
2. Annual per capita increases in water use should be stabilized and, if possible, reduced through the implementation of the Memorandum of Understanding Regarding Urban Water Conservation in California (i.e., Best Management Practices), and other means. (Per capita water use calculations exclude agriculture.)
3. Local and regional programs and projects should be pursued to achieve a goal of producing One hundred thousand acre feet of water per year should be reclaimed by 2010 within the County Water Authority service area. ~~Interim reclamation objectives in five year increments as follows: 30,000 acre feet by 1995, 50,000 acre feet by 2000, 75,000 acre feet by 2005 and 100,000 acre feet by 2010. (Approximately .22 acre feet of water is used annually per person.)~~
4. Retail water agencies dependent upon ~~The County Water Authority recommends that its member agencies~~ should be able to operate without water service from the CWA's aqueducts for up to ten consecutive days to allow for CWA aqueduct maintenance and short-term operational emergencies. ~~in the event of an emergency. The CWA is also in the process of setting long-term emergency storage goals which, when adopted, will be added to the Strategy.~~
5. To mitigate for the potential loss of imported water supplies due to an earthquake, emergency water storage facilities should be provided south of major faultlines sufficient to meet a minimum of 75 percent of normal demands for the duration of expected aqueduct outages.
6. Where groundwater is the source of water, sufficient availability should be assured before additional development is approved. Groundwater supplies should not be overdrafted in municipal or unincorporated areas.

~~After steadily rising over the past 20 years, water use per person has leveled off in the past three years. In the future, the amount of water used per person will decline as conservation becomes a way of life in southern California, affecting us at home and at work.~~

Water Quality

Water quality is regulated by federal and state agencies. Inland and coastal surface waters such as reservoirs, bays, ~~and streams and the ocean~~, and groundwater are required to meet certain water quality standards, as is water reclaimed (from the sewage treatment process) for irrigation purposes, and discharge into streams or other bodies of water.

Although the Regional Water Quality Control Board is responsible for making sure these standards and objectives are met, ~~surface and ground water quality is not regularly monitored by the Board or any other agency. Problems are, however, known to exist. For example, recent studies indicate the existence of water quality problems in San Diego's bays, and estuaries and coastal waters of the Pacific Ocean. We need a regular monitoring program to help determine actions that should be taken to solve these problems. Although the Regional Water Quality Control Board, in cooperation with the county and state health departments, is responsible for making sure these standards and objectives are met, water quality is not regularly monitored by the Board (or any other agency) due to a lack of funding.~~

Recommended Actions

To achieve the water availability standards and objectives, the following actions will need to be taken by the County Water Authority, its member agencies, and users, such as residents, businesses, institutions, and agriculture.

1. The County Water Authority should ~~adopt~~ prepare, maintain and implement a Water Resources Plan and a Capital Improvement Program to provide a safe and reliable water supply for the region. The Water Resources Plan should be reviewed by the local agencies, SANDAG and the public prior to incorporation into the Regional Growth Management Strategy. Components of the plans should include but not be limited to:
 - a. The construction of delivery, treatment and storage facilities ~~balancing costs, environmental and economic needs;~~
 - b. Management of demand through ~~conservation retrofits, design standards~~ Best Management Practices and other measures contained in the Conservation and Demand Management element of the Water Resources Plan;
 - c. ~~Ensuring the region's supply from the Metropolitan Water District (MWD) by addressing San Diego's rights to water from the State Water Project and the Colorado River Aqueduct~~ Support continued Metropolitan Water District policy of providing its service area with adequate supplies of water;

- d. Development of local supplies such as reclamation, groundwater basin rehabilitation and desalinization, and consideration of the use of grey water as are determined to be necessary in consideration of cost, environmental impact, reliability and other policy considerations; and
- e. Reviewing and seeking appropriate changes to state and federal law and policies such as the Safe Drinking Water Act, State Water Project and Central Valley Project as they relate to the region's water supply; e.g., legislation which would allow voluntary transfers of water between agriculture and urban areas.

~~The Water Resources Plan shall be reviewed by the local agencies and SANDAG prior to incorporation into the Regional Growth Management Strategy.~~

- 2. SANDAG should pursue a legislative program which follows and takes positions on bills consistent with the Quality of Life Standards and Objectives and recommended actions for water availability.
- 3. Local jurisdictions should adopt water conservation ordinances including:
 - a. Xeriscape (low water use landscaping) ordinances for all new construction except single family residential with privately installed and maintained landscaping, and agricultural uses. These should be adopted by 1993, and comply with the State Department of Water Resources' model ordinance. ~~being prepared by the Department of Water Resources.~~
 - b. The addition of plumbing requirements, e.g., requiring the insulation of hot water pipes in unheated spaces, installation of ultra-low flush toilets, etc., for new construction and remodelling projects.
- 4. ~~Retail water agencies Member agencies of the CWA~~ should implement systems to compile water use information by customer class to help track the effectiveness of conservation measures. ~~All agencies should have these systems in place by 1993.~~
- 5. The CWA, its member agencies and the local jurisdictions should implement the Best Management Practices (water conservation and demand management programs and projects) contained in the Water Resources Plan ~~(once it is adopted)~~. The actions of residents, businesses, institutions, and agricultural users will also be important in managing our demand for water.
- ~~6. To address the current drought, and any future droughts the region may be affected by, County Water Authority Member agencies, residential, business, institutional, and agricultural users should follow the drought response actions established by the CWA (see Attachment for Ordinance 91-2 now in effect).~~
- 6. Retail water agencies with more than 200 members should maintain drought response plans to cope with potential future water shortages. Consideration of the use of

greywater may be considered under emergency circumstances in conformance with the regulations of the County Department of Health Services.

7. Member agencies, cities and the County should adopt a water reclamation ordinance based on the model ordinance approved by the San Diego County Water Authority.
8. In addition to the storage facilities included in the ~~Water Resources Plan~~ Capital Improvement Program, member agencies should pursue interagency connections and agreements to share water for short-term emergencies. These emergency water agreements and interagency connections should be incorporated into the Emergency Water Annex of the San Diego County Emergency Plan.
9. ~~The CWA should enact a~~ A resource development offset program should be considered which would require new development to pay a fee for the development of new regional resources or otherwise offset their contribution to the increase in water use in the region.
10. For development dependent on groundwater, ~~policies or~~ ordinances should be adopted which ensure that groundwater supplies will not be overdrafted.

SEWAGE TREATMENT

POLICY: MEET FEDERAL SEWAGE TREATMENT STANDARDS, AND VIEW THE WATER AND SLUDGE BY-PRODUCTS AS RESOURCES RATHER THAN WASTE

Introduction

Sewage treatment has received a great deal of attention in the San Diego region. Of particular interest are the court proceedings between the City of San Diego and the Environmental Protection Agency relating to the level of sewage treatment required by the federal Clean Water Act. The City of San Diego's Metropolitan Sewerage System provides advanced primary treatment of sewage prior to discharge into the ocean at the Point Loma outfall. The federal Clean Water Act requires secondary treatment. The City of San Diego is seeking relief from the requirement to provide secondary treatment based on evidence that the advanced primary treatment is not harmful to the ocean waters. The City of San Diego Clean Water Program's mission is "to provide the public with a safe and efficient regional sewer system that protects our ocean water quality, supplements our limited water supply, and meets federal standards at the lowest possible cost."

All other ocean outfalls in the region, Encina, Oceanside and San Elijo, provide secondary sewage treatment.

Quality of Life Standards and Objectives

~~Secondary treatment~~ Compliance with the federal Clean Water Act is the primary Quality of Life standard for sewage disposal treatment. Secondary treatment has been the level of treatment prescribed by federal law. However, scientific studies are being undertaken to determine whether advanced primary or the chemical equivalent of secondary treatment at the Point Loma facility will harm the environment.

~~Adequate sewage treatment capacity should be provided for new development concurrent with need.~~

The Regional Water Quality Control Board requires the disposal of sludge, a by-product of the sewage treatment process, at an authorized site, and the Environmental Protection Agency is in the process of developing regulations for its disposal or use. The Integrated Waste Management Plan described under Solid Waste Management will also provide standards relating to sludge recycling and disposal.

Reclamation of the water produced by the treatment process, is an objective which is linked with the need to develop additional water resources, and is discussed in more detail in the preceding section on Water.

Cost is the primary factor associated with providing secondary treatment, reclaiming water and disposing of or composting sludge for use. The cost of the Clean Water Program which includes secondary treatment and water reclamation facilities is estimated to range from \$2.4 billion to \$8 billion.

Recommended Actions

Two other Quality of Life Factors, water and solid waste, are directly related to sewage disposal. Reclaimed water which can be used for irrigation, and sludge which is considered solid waste, are by-products of the sewage treatment process.

Recommended actions for sewage disposal include:

1. Agree on the level of treatment required for the Point Loma treatment facility;
2. Establish a one year pilot program to determine whether additional chemicals, new treatment methods or other changes could enable the Pt. Loma facility to comply with the Clean Water Act.
3. Include water reclamation plants, storage and distribution systems in the capital improvement programs of local sewage treatment plant operators to help meet the local water production objectives found in the Water section; and
4. Provide adequate facilities for the disposal, and recycling of sludge for agricultural uses and landscaping, or its disposal if markets for these uses are not available.
5. Each agency should have guaranteed treatment capacity, or have contracted with another agency for capacity, prior to approving development projects.

SENSITIVE LANDS PRESERVATION AND OPEN SPACE PROTECTION

POLICY: PRESERVE AND PROTECT OUR SENSITIVE LANDS AND OPEN SPACE AREAS

Introduction

The protection and preservation of open space in the region is one of the public's top priorities. As the region continues to develop, public pressure will increase on local governments and developers to plan for a comprehensive regional open space system. Open space means different things to different people. To some it means regional parks and beaches for picnics and ballgames, while to others it means protecting endangered plant and animal species. From a regional perspective open space means both of these things and more.

An integral part of this Quality of Life factor includes the integration of various habitat conservation activities within the region through the identification, design and management of a regional open space system. These efforts will create habitat areas that will be responsive to the need for preserving the ecological systems and enhancing the biologically diverse habitats necessary to support a variety of sensitive plants and animals.

A Regional Open Space Plan is being prepared as a part of the Strategy to ensure that we protect and preserve a variety of open space types.

Quality of Life Standards and Objectives

A "Definition of Regionally Significant Open Space" has been prepared to help identify the types of open space we want to preserve in the San Diego region. This definition is the first section of the Regional Open Space Plan now being prepared as a part of the Strategy.

Regionally significant open space includes bodies of water and land which should remain natural, or remain relatively undeveloped or rural in character. The purpose of these areas is to define and separate the region from surrounding regions (Region-Defining), preserve natural resources (Natural Resource Areas), serve recreational needs (Region-Serving) and provide a contrast to the urbanized areas of the region (Rural Lands). Specific definitions for sensitive lands (Natural Resource Areas) such as steep slopes, floodplains and wetlands, and the other types of significant open space are provided in the report entitled, "Definition of Regionally Significant Open Space."

Our beaches, one of our greatest natural assets and recreation areas, are being studied as a part of a separate project, the Regional Shoreline Preservation Management Strategy. This strategy will establish standards and objectives for beach preservation, enhancement and access.

Recommended Actions

To protect and preserve our open space areas, the local jurisdictions and other affected agencies should:

1. Local jurisdictions should adopt ordinances for steep slopes, floodplains and wetlands that are consistent with the recommendations contained in the Definition of Regionally Significant Open Space.
2. Reach a consensus regarding how our remaining open space will be used, preserved and managed;
3. Acquire areas designated for use as regional parks; and
4. Encourage agricultural uses as appropriate, but not in resource sensitive areas;
5. Assist in the mapping of regionally significant open space; and
6. Local jurisdictions should participate in the coordination and implementation of regionwide comprehensive habitat conservation planning efforts.

The recommended actions contained in the Regional Shoreline Preservation Management Strategy will also be included in the Strategy once adopted.

SOLID WASTE MANAGEMENT

POLICY: RECYCLE AND REDUCE OUR SOURCES OF SOLID WASTE AND PROVIDE ADEQUATE DISPOSAL FACILITIES

Introduction

Solid waste, or trash, is familiar to all of us because we set it out at our homes once a week to be picked up and hauled to a landfill. Most of us are also familiar with recycling because a number of communities in the region have curbside pick-up of aluminum, glass, plastic, newspaper and white or mixed paper, and other people recycle at buyback centers. Less well known are the recycling activities of business and industry; for example, cardboard packaging, wooden pallets and scrap metal are widely recycled. New technologies, like converting waste to energy through burning are now being evaluated as a partial alternative to using landfills.

Solid waste management is a prominent issue for the San Diego region, as well as the rest of the state. Today, our region generates about 4 million tons of trash per year, over 1½ tons per person. Population and economic growth over the next 20 years is expected to more than double the region's solid waste by 2010. We're starting to run short of landfill space, and a number of factors are increasing the costs of managing our trash at a dramatic rate. One example is the additional costs of stronger environmental controls, such as lining landfills to minimize water pollution.

The siting of solid waste facilities is a difficult challenge. There are many political and environmental constraints involved that will need to be overcome to successfully site these facilities.

Quality of Life Standards and Objectives

The state established solid waste management objectives for each local jurisdiction and the region when the California Integrated Waste Management Act of 1989 (AB 939) became law in 1990. This law was passed in response to the state's solid waste crisis. The objectives of the law are to:

1. Have each city and county reduce and recycle 25% of the solid waste it generates by 1995, increasing to 50% by the year 2000; and

2. Have all of the 18 cities and the county jointly identify and agree on the facilities (including new and expanded landfills, transfer stations, recycling and composting facilities) needed to manage the region's solid waste for at least the next 15 years.

Meeting these quality of life objectives will mean that by the year 2010 the region will be reducing and recycling about 4 million tons of solid waste per year, an amount equal to the total we generate today. It is estimated that in our region, about 10% of the solid waste is now being recycled.

Recommended Actions

State law requires the preparation and adoption of action plans -- called Integrated Waste Management Plans -- by local governments to achieve the two quality of life objectives for solid waste. These plans will include:

1. Source Reduction and Recycling Elements and Household Hazardous Waste Elements which must be prepared and approved individually by each city and the county by the start of 1992 (a legislative extension of the current July 1, 1991 date is being sought); and
2. A cooperatively developed facilities siting element of the Plan which must be approved by a majority of local governments by the start of 1994.

The region has organized a policy task force (the SANDAG Board) and technical and citizens advisory committees to prepare these elements.

The policies and actions in the plan elements will be very specific. For example, each city and the county will have to identify the programs, facilities and funding sources needed to meet the 25% and 50% recycling objectives. Reaching these objectives will most likely require:

- Continuation and expansion of current curbside pickup of recyclables from households;
- More recycling by businesses and industries;
- Major increases in the collection and composting of both household and non-residential landscape cuttings; and
- More organized and effective efforts at solid waste source reduction, for example, using less packaging and more two-sided copying because our objectives cannot be achieved by recycling alone;
- Increased regional and local efforts to provide demand for products using recycled materials (market development);

- Increase the level of public education/public awareness efforts regarding recycling, reuse and source reduction.

In addition, it is expected that at least two new landfills will be have to be built within the next ten years, to serve the northern and southern parts of the county. Other types of disposal facilities like waste-to-energy plants will also be considered. The ongoing siting studies for these facilities include the minimum 15 year planning period required by state law, and frequently consider capacity needs for much longer time periods.

HAZARDOUS WASTE MANAGEMENT

POLICY: REDUCE THE USE AND PRODUCTION OF HAZARDOUS WASTES, AND TREAT AND DISPOSE OF THEM PROPERLY

Introduction

The treatment and disposal of hazardous waste is a difficult task facing the San Diego region, the state and the nation. Certain types of wastes are harmful to people and the environment and need to be handled separately, and much more carefully than other waste. Examples of hazardous waste include used oil, paint, cleaning fluids and pesticides -- all commonly found in households and businesses -- as well as a number of chemical by-products and wastes from industrial processes.

Currently, it is estimated that our region generates 135,000 tons per year of hazardous waste, about 120 pounds per person. While this is much less than the 1½ tons per person of non-hazardous waste generated every year, it is pound-for-pound much more difficult and costly to dispose of. Over 90 % of the region's hazardous waste is created by business and industry, and the military.

Quality of Life Standards and Objectives

Hazardous waste standards and objectives are set by federal and state legislation, and locally through the San Diego County Hazardous Waste Management Plan. They are:

1. Treatment of hazardous waste (as specified in federal and state law) prior to disposal in specially designed landfills called "residuals repositories" and "designated landfills";
2. Reduction of hazardous waste generation by 30% through the substitution of non-hazardous chemicals and through more efficient industrial operations;
3. Siting one (large size) to five (small size) hazardous waste facilities by the year 2000. This objective corresponds to regional and Southern California-wide fair share policies for providing the facilities to meet San Diego County's hazardous waste management needs. The fair share policies require that the facility(ies) be located within this region, or as an alternative, some or all of them can be located in other areas of Southern California if jurisdictions in our region enter into formal agreements with those other jurisdictions.

Recommended Actions

State law requires each County to prepare comprehensive plans and programs for meeting the hazardous waste quality of life standards and objectives. This County-wide plan, formally known as the San Diego County Hazardous Waste Management Plan has been approved by all of the region's cities and the County, and the state.

There are two types of actions for local governments in the Plan. The first type affects local government decisions on hazardous waste management facility development proposals by the private sector. There are five actions that should be taken by each of the 18 cities and the County:

1. Use the policies and information in the San Diego County Hazardous Waste Management Plan when evaluating applications for facility siting;
2. Adopt the facility siting criteria in the Plan;
3. Use the general areas identified in the Plan as the basis for accepting facility applications;
4. ~~Adopt a Conditional Use Permit, or other procedural means;~~ Establish a procedure to process permits on a case-by-case basis (e.g., Conditional Use Permit) for processing facility permits; and
5. Use the Southern California Hazardous Waste Management Plan and intergovernmental agreements and incentives program in evaluating facility proposals.

In addition, local governments, led by the County of San Diego, will have to work more closely with the private sector to provide information, technical assistance and incentives so that the 30% waste minimization objective can be reached.

HOUSING

POLICY: PROVIDE AN ADEQUATE SUPPLY OF HOUSING FOR ALL INCOME LEVELS

Introduction

Adequate housing, for all income levels, is a basic need of the region's residents. It is an area where local governments work with the private sector to provide for the region's quality of life. The San Diego area will have to build ~~343,000~~ 696,000 new housing units to house the additional people we expect to live here in the year 2010~~5~~. This is an average of ~~over 15,000~~ almost 28,000 new houses, condominiums and apartments each year. Making sure that the less affluent members of our communities have a decent place to live is also a part of the region's housing responsibility, and a much bigger challenge than getting the total housing stock in place.

Local governments have the main responsibility for seeing that all the new housing our region needs is built in a way that supports other quality of life goals, things such as preserving environmentally sensitive lands and minimizing traffic congestion.

Quality of Life Standards and Objectives

The region's housing objectives are contained in the Regional Housing Needs Statement which SANDAG prepares every five years. The Statement is required by State law. There are two objectives in the Regional Housing Needs Statement. Both objectives are measured over a five-year period, and may change when the Statement is updated. The two objectives are:

1. The total number of new housing units the region will need to add by July 1996 -- called the regional share objective. This number is 162,299.
2. The total number of new and existing lower income households the region should assist by July 1996 -- called the fair share objective. This number is 21,728. Assistance can occur through low interest loans, increased densities that will guarantee affordable home prices and rental rates, and similar measures.

Meeting the regional share objective will mean continuation of the coordinated efforts of local governments and housing developers to identify land to accommodate new housing through local planning and zoning, and to build the various types and prices of housing that respond to the region's housing market. The region has been effective in meeting total

new housing stock needs in the past, but has had a more difficult time responding to the needs of lower income households. The region's cities and county, and the state and federal governments, will have to increase the commitment and resources devoted to low income household assistance to meet the fair share objective.

Recommended Actions

~~State law requires each city and county to prepare a general plan housing element which must contain the regional share objective -- total new units needed over a five-year period, and fair share objective -- assisting low income households over a five-year period. The housing elements must also contain strategies and programs that will help achieve both objectives.~~

1. The cities and County shall prepare a general plan housing element which contains the regional share objective -- total new units needed over a five-year period -- and programs to achieve that objective for all economic segments of the community consistent with state law.
2. The housing elements shall also contain the fair share objective -- low income households that need assistance over a five-year period -- and strategies and programs that will help achieve that objective.
3. Each local jurisdiction shall have a Comprehensive Housing Affordability Strategy (CHAS) -- a five-year housing plan -- to obtain federal housing funds. (The CHAS contains actions which will help meet the fair share objectives of the local jurisdictions.)

WORK ON THE ECONOMIC PROSPERITY QUALITY OF LIFE FACTOR OF THE STRATEGY WILL BE UNDERTAKEN BY A COMMITTEE TO BE APPOINTED BY THE REGIONAL BOARD. THE INFORMATION BELOW IS PRESENTED FOR REVIEW AND COMMENT.

ECONOMIC PROSPERITY

Introduction

The region's economy is in the hands of many public and private entities who are engaged in efforts to strengthen the local economy. It is important for these entities to continue to come together and work as one to promote the region's economic well being.

The economic prosperity factor of the Regional Growth Management Strategy thus far contains five objectives that begin to bring the public and private sector together. For each of the objectives, standards will be set which provide direction and, in some cases, the ability to measure performance. As with some of the other quality of life factors, the standards and objectives must be developed by the region; there are no federal or state requirements. The objectives identified below recognize that the economy is volatile and is influenced by international, and national economic activity, as well as local government decisions and policies. The standards will be the yardsticks, or measurements, and when achieved will help provide the region with a strong and stable economy. This work will be reviewed by the committee appointed to work on this issue, and is subject to change.

Quality of Life Objectives

1. Employment and Labor Force

For many of the region's residents economic prosperity is dependent on the availability of jobs. Employment opportunities are necessary to accommodate our growing population and changing economy. Now, and during the coming decade job retention and replacement may play a more important role than job creation. Thus, it is necessary to promote industries that match the skills of the labor force. In this changing economy, job training and education help overcome labor force obsolescence, and meet the labor force needs of local businesses.

2. Standard of Living

The region's standard of living can be assessed by the ability of residents to maintain or improve their purchasing power. The ability to purchase a home, for example, is one major indicator of the standard of living in an area. During 1989, San Diego was the least affordable housing market in the U.S. Currently, it remains among the

five highest priced housing markets, with over 80 percent of the households unable to afford the median priced home.

3. Industry

Fiscal stability depends on the recognition that basic industry is an important contributor to the region's tax base. Tax base expansion enhances the ability of local government to raise revenue to pay for public services and facilities within the constraints of existing revenue sources. The region should also minimize the local economy's vulnerability to single industry/business failures and to downturns in the national business cycle. Diversification will help insulate the region from this and from the on-going shift in the nation's industrial structure, affected by changes in technology, international competition, and the availability of skilled and cost effective labor sources.

4. Construction and Redevelopment

Revitalization and redevelopment of urban areas contribute to many development goals, such as job creation, unemployment reduction, and tax base expansion. It is also important that local governments promote land use policies that accommodate and manage growth.

5. Fiscal Policy

Since the passage of Proposition 13, the property tax initiative, most municipal governments have been searching for alternative revenue sources to pay for public services and facilities. It is now necessary to review these many changes to determine their comprehensive effect on economic activity and what kind of public policy attitude they portray. Also, the region's economic well being is often affected by local government policy. Cities could take a more entrepreneurial role in promoting economic activity within their local jurisdiction.

REGIONAL PUBLIC FACILITIES FINANCING AND SITING

POLICY: PROVIDE ADEQUATE FUNDING AND SITING PROCESSES FOR REGIONAL PUBLIC FACILITIES

The financing and siting of regional public facilities is critical to our quality of life. If we don't have money to pay for needed facilities, or can't find acceptable places to locate them, our quality of life will suffer. Paying for these facilities is expensive and becoming more so, and the siting of facilities such as landfills, and sewage treatment and water reclamation plants pose serious difficulties.

A Regional Public Facilities Financing Plan is being prepared with the assistance of the Regional Revenues Advisory Committee. The Advisory Committee is reviewing the sources of revenue currently used to pay for regional public facilities, and evaluating potential new sources including regional development impact fees. Thirteen regional facilities/services are being studied: water, sewerage, solid waste, energy, hazardous waste, transportation, justice facilities, regional parks and open space, health, libraries, animal control, social services and fire protection. The unfunded needs of these facilities/services over the next twenty years are the focus of the plan. The Advisory Committee has not completed its work. When complete, their recommendations for funding regional public facilities/services will be brought to the Regional Board for inclusion in the Strategy.

The purpose of addressing facilities siting in the Strategy is to determine whether we need to improve existing siting processes and procedures through additional cooperative regional efforts. Local and regional siting processes for region-serving facilities in the areas of water, sewerage and transportation are well established, and have proven workable and adaptable to changing conditions. This is not to say that siting is not often a lengthy, costly and contentious process. However, these processes do ultimately work most of the time, so changes are not recommended at this time.

Siting difficulties have, however, been much more extensive and intractable for solid waste and hazardous waste facilities. In recognition of this situation, the jurisdictions and agencies responsible for the siting of these types of facilities have initiated efforts to improve siting processes. For hazardous waste, a Fair Share siting policy was approved as part of the San Diego County Hazardous Waste Management Plan and Southern California Hazardous Waste Management Plan in 1989. For solid waste, the region's Integrated Waste Management Task Force (SANDAG Board and Technical and Citizens Advisory Committees) is working on siting issues now.

It is recommended that the efforts to improve the siting processes for solid waste and hazardous waste, as well as ongoing efforts in the areas of water, sewerage and transportation, be encouraged and recognized by the Regional Growth Management Strategy. Similar siting processes to those for solid and hazardous waste, and cooperative agreements may need to be worked out for other regional public facility siting issues. The important contribution of habitat management and conservation programs to siting these facilities should also be recognized.

GROWTH RATE, PHASING AND LAND USE DISTRIBUTION

When the voters passed Proposition C, the Regional Planning and Growth Control initiative, they called for the consideration of growth rate, phasing and distribution issues as part of the work on the Regional Growth Management Strategy.

The region's growth rate, its phasing and distribution are described in the regional growth forecasts prepared by SANDAG. The forecasts are reviewed by everyone in the region, and approved by SANDAG and the 18 cities and the County of San Diego. This growth forecasting process has been used for over 15 years in the San Diego region. The forecasts are used by all local governments, state and federal agencies, and the private sector to guide planning and project decisions.

POLICY: ANALYZE REGIONAL GROWTH RATE FACTORS FOR THE YEARS 1990 THROUGH 2015~~20~~ AS PART OF THE SERIES 8 REGIONAL GROWTH FORECASTS

The regional growth forecasting process has two parts. In the first part, region-wide totals of population, housing and employment are forecast over a 30 year period. The development of these totals involves agreement on specific growth rate factors for the region. Starting with the Series 8 Regional Growth Forecasts, the impacts of growth on the quality of life standards and objectives will be reviewed along with the forecast numbers for population, housing and employment. If, as a result of this review it is determined by the region that local policies to affect the region's growth are needed, they would be reflected in the forecast numbers that are adopted by SANDAG and local governments.

The actions needed to make the policies work would be added to the Regional Growth Management Strategy at that time and would be carried out by local governments. The development and adoption of the Series 8 Regional Growth Forecast regional totals is scheduled to occur between May 1991 and ~~February~~ May 1992.

POLICY: THE REGIONAL LAND USE DISTRIBUTION ISSUES OF JOBS/HOUSING BALANCE, AND TRANSPORTATION CORRIDOR DENSITIES SHOULD BE ANALYZED FURTHER REDUCE TRAVEL TIMES AND TRIP LENGTHS FOR THE REGION'S RESIDENTS

To help manage the region's growth, the Strategy should contain standards and objectives to reduce travel times and trip lengths for the region's residents.

The actions recommended in the Strategy to reduce travel times and trip lengths would respond to the issues of "regional land use distribution" and "jobs/housing balance" identified in Proposition C.

The Regional Growth Management Technical Committee and staff are working on three tasks that will help establish the travel standards and objectives, and the recommended actions. These tasks are summarized below.

Access to Employment, Shopping and Services is measuring travel times and distances by auto and transit for the region's communities. Based on this information, Quality of Life standards for travel times and trip lengths would be established. The differences in travel times and trip lengths among communities would be evaluated. Strategies will be developed to minimize travel times and more closely balance accessibility opportunities in the region. Proposed standards and objectives should be available this spring (1992).

Transit Corridor Development is evaluating the effects of focusing some of the region's new development within walking distance of transit stations and bus transit corridors, specifically addressing the Quality of Life Standards and Objectives including those resulting from Task 1, above. Strategies will be developed to increase transit use in the region. Recommended actions will be directed primarily toward the cities, County and transit agencies.

Design Guidelines to Facilitate Walking and the Use of Bicycles and Transit will be proposed. These guidelines will be drawn from studies being undertaken by the County, the City of San Diego, the Metropolitan Transit Development Board, the Air Pollution Control District and others. The primary objective is to provide a set of design guidelines for adoption by the cities and the County to assist in implementing the Strategy.

This growth management work is being coordinated with the Series 8 Population and Employment Forecasting process and SANDAG's long-range transit planning study.

Regional land use distribution was defined in Proposition C, the Regional Planning and Growth Control Measure, as the balance between jobs and housing, and transportation corridor densities. These two issues were identified because they have the potential to reduce traffic congestion, the number of vehicle miles traveled, energy consumption and to improve our air quality. The idea behind these two potential strategies is to provide people more

~~opportunities to live near their jobs, and better access to transit. If implemented these strategies would require changes to local land use plans.~~

~~Our analysis of these strategies showed that by 2010:~~

- ~~1. Balancing jobs and housing has a positive impact on traffic congestion and, to some degree, air quality;~~
- ~~2. Moving housing into job-rich areas is more effective than moving jobs into housing rich areas; and~~
- ~~3. Moving housing into areas within walking distance of light rail stations produces the greatest improvements in traffic congestion and air quality.~~

~~After reviewing the findings of the study (see Appendix 3), the Regional Growth Management Technical Committee voted to recommend that jobs/housing balance and transportation corridor densities strategies should not be included in the Draft Regional Growth Management Strategy at this time. The Committee felt that the research done to date is inconclusive regarding the benefits of pursuing these potential strategies, and that further analysis should be undertaken as a part of the Series 8 Regional Growth Forecast before deciding whether to include them in the Strategy. The Technical Committee recommended that SANDAG's 1986 Travel Behavior Survey (used in the analysis) be updated, and that further analysis of the following issues be given high priority:~~

- ~~1. Is there a causal relationship between jobs and housing balance, and travel patterns?~~
- ~~2. How should jobs and housing balance be defined?~~
- ~~3. Within what geographic area should jobs and housing units be balanced?~~
- ~~4. What steps could be taken to provide a better match between housing costs and the types of jobs being created in a particular area?~~
- ~~5. What tactics could be used to implement these strategies?~~
- ~~6. What is the potential for increasing densities along transit corridors?~~
- ~~7. Should a regional fiscal model be developed to evaluate the fiscal implications of potential land use changes?~~
- ~~8. How would we monitor the implementation, and evaluate the success of these strategies?~~

~~In addition, the Technical Committee discussed criteria that could be used if it were determined to include regional land use distribution strategies such as jobs/housing balance and increasing densities along transit corridors in the Regional Growth Management Strategy. These could include:~~

- ~~1. Ensuring that the implementation of these strategies does not have a negative fiscal impact on the local jurisdictions.~~
- ~~2. Matching the type of housing provided with income levels.~~

LOCAL/REGIONAL CONSISTENCY

POLICY: LOCAL AND REGIONAL PLANS, POLICIES AND REGULATIONS AND THE REGIONAL GROWTH MANAGEMENT STRATEGY SHOULD BE CONSISTENT AS DETERMINED BY THE SELF-CERTIFICATION PROCESS

In the amendment to the SANDAG Joint Powers Agreement that established the Regional Planning and Growth Management Review Board, local jurisdictions agree to certify the consistency of the pertinent elements of their general plans with the Regional Growth Management Strategy. Regional single-purpose agencies involved in the Strategy ~~have also agreed to participate in the self-certification process.~~ will be asked to enter into a memorandum of agreement to: use the Series 8 Regional Growth Forecast for planning purposes; adopt the Strategy; participate in the self-certification process; and agree to implement the relevant Recommended Actions called for in the Strategy. These agencies include the Air Pollution Control District, Local Agency Formation Commission, County Water Authority, Regional Water Quality Control Board, Metropolitan Transit Development Board, North Coast Transit District, Port District, and CALTRANS.

The following three points are incorporated into the self-certification process:

- Local jurisdictions should review their plans, policies, ordinances and regulations for consistency with the recommendations contained in the Strategy.
- Local jurisdictions should have flexibility in determining their consistency with the Strategy, with the ability to substitute effective alternative means for achieving the objectives.
- There should be consistency between the Strategy and the plans and programs of single-purpose regional agencies.

The self-certification process has two parts. The first part, the Initial Self-Certification Process, will occur after the adoption of the Regional Growth Management Strategy. The following is a list of the steps involved in this part of the process:

1. A checklist will be provided to the local jurisdictions to help them evaluate their consistency with the Strategy. (The Consistency Checklist is contained in Appendix 1.)
2. Following a public hearing, each local jurisdiction should file a status report with the Regional Board within 6 months of the adoption of the Strategy.

3. Local jurisdictions should take the actions necessary to achieve consistency during the succeeding 12 months.
4. Local jurisdictions should adopt a self-certification resolution after a public hearing.
5. A status report on the self-certification of local jurisdictions will be presented to the Regional Board. This should occur by the end of the 20th month following adoption of the Strategy.

Part two is the continuing self-certification process. A summary of the steps follows:

1. Local jurisdiction plan amendments, regulations and other actions related to the Strategy should require a self-certification finding.
2. An annual monitoring report on the region's growth and progress in meeting the Quality of Life Standards and Objectives will be distributed by the Regional Board at a public hearing.
3. Changes or additions to the Strategy may be made at a public hearing based on local jurisdiction/regional agency review of the monitoring report.
4. Local jurisdictions should review their plans, policies and regulations based on any changes made to the Strategy, and follow steps similar to those in the initial process.

~~Disputes among local jurisdictions or regional agencies regarding the Regional Growth Management Strategy may be resolved using SANDAG's Conflict Resolution Procedure if determined to be appropriate by the Regional Board. SANDAG's Conflict Resolution Procedure may be used if disputes arise over compliance with the Strategy. This procedure provides for the resolution of conflicts through the use of mediation, arbitration or some other agreed upon model. It may be initiated by the Regional Board or by one or more involved local agencies, and includes the possible use of a neutral third party to recommend a way to resolve disputes. The objective of the procedure is to avoid litigation and achieve a faster, more equitable resolution of conflicts. (The self-certification process and schedule, and the Conflict Resolution Procedure, are contained in Appendix 2.)~~

APPENDICES

LOCAL/REGIONAL CONSISTENCY CHECKLIST

This checklist is to be used by local and regional agencies to determine the consistency of their general and community plans, policies and regulations/ordinances with the Regional Growth Management Strategy. The Strategy contains a number of recommended actions which affect local and regional agencies. This checklist will be used by these agencies to evaluate their consistency, and to describe what actions they will need to take to achieve consistency with the Strategy.

The questions are arranged according to the eight Quality of Life factors (with Air Quality and Transportation combined), and categorized according to who is responsible for answering them; i.e., the cities and the County, the transit development boards, the County Water Authority, etc. The transportation questions have also been designed to enable the cities and County to self-certify conformance with the Congestion Management Program (CMP) requirements.

The responsible agency should answer the questions by checking "yes", "no" or "other." A "yes" answer indicates consistency with the Strategy, and should be documented by noting the ordinance number and date of adoption, the element of the General/Community Plan(s), or other policy or regulation. A "no" answer indicates inconsistency with the Strategy, and requires the reporting agency to indicate what actions will be taken, and a schedule to achieve consistency. An "other" answer should be used when the question cannot clearly be answered yes or no. Each question is followed by a line where "yes" answers can be documented, and several lines for comments. If more space is needed to explain a "no" or "other" answer, please attach additional sheets.

A list of the documents which will be used in answering the checklist questions is attached (Attachment 1). Copies of these documents are available if needed.

AIR QUALITY AND TRANSPORTATION SYSTEM AND DEMAND MANAGEMENT

Transportation Demand Management

Cities and County

1. Has the Regional Trip Reduction Ordinance, or an equivalent ordinance, been adopted? Note: The Congestion Management Program (CMP) statutes require that each city and the County adopt and implement a Trip Reduction Ordinance. Yes No Other

Documentation: _____

Comments: _____

2. Are all of the elements of the Trip Reduction Ordinance being implemented in your jurisdiction? Yes No Other

Documentation: _____

Comments: _____

Transportation Capacity Expansion

Cities and County

1.

Are the High Occupancy Vehicle (HOV) lanes shown in the 1990 Regional Transportation Plan (RTP) along local streets and roads located in your jurisdiction shown in your General/Community Plan(s)? Note: This currently applies only to National City and the City of San Diego.

Yes

No

Other

Documentation: _____

Comments: _____

2.

Does your General/Community Plan(s) identify existing and proposed bicycle facilities and coordinate with other bicycle facility projects included in the 1990 RTP?

Yes

No

Other

Documentation: _____

Comments: _____

Transit Development Boards

1. Are the peak-period transit route frequency standards and objectives contained in your short-range plans consistent with those specified in the Regional Growth Management Strategy and CMP? Yes No Other

Documentation: _____

Comments: _____

2. Are existing peak-period transit route frequencies consistent with the transit performance standards and objectives set by the Strategy and CMP? Yes No Other

Documentation: _____

Comments: _____

Transportation System Management

Cities and County

1. Are the traffic level of service objectives contained in your General/Community Plan(s) equal to or better than those specified in the Strategy, i.e., LOS "D" for the freeways and the Regional Arterial System identified in the 1990 RTP? Yes No Other

Documentation: _____

Comments: _____

2. Has a traffic forecast been prepared based on the land uses and circulation system contained in the General/Community Plan(s)?

Yes No Other

____ _

Documentation: _____

Comments: _____

3. Does your jurisdiction have a program(s) to achieve the traffic level of service objectives identified in the Strategy?

Yes No Other

____ _

Documentation: _____

Comments: _____

4. Do your traffic forecasts make use of a SANDAG-approved traffic forecasting model and incorporate SANDAG's Regional Growth Forecasts as a uniform benchmark for population and land use data?

Yes No Other

____ _

Note: This is a requirement of the CMP statutes.

Documentation: _____

Comments: _____

5. Has your agency adopted and implemented a process to evaluate and mitigate the traffic impacts of major projects on the 1990 regional transportation system, including the level of service standards and objectives of the CMP and Strategy? (The definition of a "major" project is the one used by CEQA and in the Memorandum of Understanding among the local jurisdictions for notification of land use and development actions by the County of San Diego and the cities.) Note: The CMP statutes require that each city and the County adopt and implement a program to analyze the impacts of land use decisions, including mitigation costs, on the regional transportation system.
- | Yes | No | Other |
|-------|-------|-------|
| _____ | _____ | _____ |

Documentation: _____

Comments: _____

6. Does the process include the traffic impacts on all freeways and the regional arterial system affected by the project (including arterials and freeways in adjacent jurisdictions)?
- | Yes | No | Other |
|-------|-------|-------|
| _____ | _____ | _____ |

Documentation: _____

Comments: _____

7. Does the process consider existing and future planned land uses, and reasonably foreseen projects within the jurisdiction, and adjoining jurisdictions? Yes No Other

Documentation: _____

Comments: _____

8. Does your agency prepare and adopt CMP Deficiency Plans as part of the major project approval process if any state highway or CMP principal arterials are forecast to fall below the CMP traffic level of service standards? Note: The development and adoption of Deficiency Plans is a requirement of the CMP statutes. Yes No Other

Documentation: _____

Comments: _____

9. Is the existing traffic level of service on the regional arterial system routes (in the 1990 RTP) in your jurisdiction consistent with the Strategy's level of service objective of LOS "D"? Yes No Other

Note: If a roadway will not be able to meet the Strategy's regional level of service objectives for specific reasons such as preservation of landscaping, inadequate room to widen, or other overriding considerations, these exceptions should be explained.)

Documentation: _____

Comments: _____

- | | | | |
|---|-------|-------|-------|
| 10. Is there a plan in place to optimize the traffic signals in your jurisdiction to improve traffic flow through a centralized traffic control system? | Yes | No | Other |
| | _____ | _____ | _____ |

Documentation: _____

Comments: _____

CALTRANS/SANDAG

- | | | | |
|---|-------|-------|-------|
| Is the existing traffic level of service on the freeways within your jurisdiction consistent with the Strategy's level of service objective of LOS "D"? | Yes | No | Other |
| | _____ | _____ | _____ |

Documentation: _____

Comments: _____

WATER

County Water Authority

- | | Yes | No | Other |
|--|-------|-------|-------|
| 1. Has the County Water Authority adopted a Water Resources Plan which has been reviewed by the local jurisdictions and includes: | | | |
| a) The construction of delivery, treatment and storage facilities; | _____ | _____ | _____ |
| b) Management of demand through conservation retrofits, design standards and other measures contained in the Conservation and Demand Management element; | _____ | _____ | _____ |
| c) Ensuring the region's supply from the Metropolitan Water District (MWD) by addressing San Diego's rights to water from the State Water Project and the Colorado River Aqueduct; | _____ | _____ | _____ |
| d) Development of local supplies such as reclamation and desalination; and | _____ | _____ | _____ |
| e) Reviewing state and federal policies such as the Safe Drinking Water Act, State Water Project and Central Valley Project as they relate to the region's water supply. | _____ | _____ | _____ |

Documentation: _____

Comments: _____

2. Has a resource development offset program been adopted by the CWA which requires new development to pay a fee or otherwise offset its contribution to the increase in water use in the region? Yes No Other

Documentation: _____

Comments: _____

SANDAG

- Has SANDAG undertaken a legislative program which follows and takes positions on bills consistent with the Quality of Life Standards and Objectives, and recommended actions for water availability? Yes No Other

Documentation: _____

Comments: _____

Water Agencies

1. Have the drought response actions required by the current County Water Authority ordinance been implemented? Yes No Other

Documentation: _____

Comments: _____

2. Are CWA member agencies able to operate without water service from the Authority’s aqueducts for up to ten consecutive days? Yes No Other

Documentation: _____

Comments: _____

3. Has a system been implemented to compile water use information by customer class to help track the effectiveness of conservation measures? Yes No Other

Documentation: _____

Comments: _____

4. Have the water conservation and demand management programs and projects contained in the CWA's Water Resources Plan been implemented? Yes No Other

Documentation: _____

Comments: _____

Cities and County

1. Has a water reclamation ordinance based on the County Water Authority's model ordinance been adopted? Yes No Other

Documentation: _____

Comments: _____

2. Has the State Department of Water Resources model xeriscape ordinance, or an equivalent ordinance, been adopted for all new construction? (This also applies to landscaping for single-family residential units installed by developers prior to occupancy.) Yes No Other

Documentation: _____

Comments: _____

3. Have you amended your local plumbing requirements to be in compliance with the minimum state requirements? Yes No Other

____ _

Documentation: _____

Comments: _____

4. Is there a process in place to verify that a sufficient supply of water is available for development dependent on groundwater? Yes No Other

____ _

Documentation: _____

Comments: _____

SEWAGE TREATMENT

City of San Diego

- Has the level of sewage treatment for the Pt. Loma facility been resolved? Yes No Other

Documentation: _____

Comments: _____

Sewage Treatment Plant Operators

Have plans for water reclamation plants and sludge disposal/recycling facilities been included in the capital improvement programs of the sewage treatment plant operators? Yes No Other

Documentation: _____

Comments: _____

SENSITIVE LANDS PRESERVATION AND OPEN SPACE PROTECTION

Cities and County

1. Have ordinances been adopted which require the consistent treatment of steep slopes, floodplains and wetlands by including the elements and specific requirements contained in the Strategy's Definition of Regionally Significant Open Space? Yes No Other

Documentation: _____

Comments: _____

2. Are actions being taken to acquire lands within your jurisdiction designated in your General/Community Plan(s) for regional parks? Yes No Other

____ _

Documentation: _____

Comments: _____

3. Are actions being taken to encourage the preservation of agricultural uses? Yes No Other

____ _

Documentation: _____

Comments: _____

SOLID WASTE MANAGEMENT

Cities and County

1. Has a Source Reduction and Recycling Element been adopted pursuant to AB 939 as a part of the county's Integrated Waste Management Plan? Yes No Other

____ _

Documentation: _____

Comments: _____

2. Has the Siting Element for solid waste disposal facilities required by AB 939 been approved? (The Siting Element is required to be approved by the County of San Diego and a majority of the cities by the beginning of 1994.)
- | Yes | No | Other |
|-------|-------|-------|
| _____ | _____ | _____ |

Documentation: _____

Comments: _____

HAZARDOUS WASTE MANAGEMENT

Cities and County

1. Has the San Diego County Hazardous Waste Management Plan or an equivalent been adopted as required by state law?
- | Yes | No | Other |
|-------|-------|-------|
| _____ | _____ | _____ |

Documentation: _____

Comments: _____

2. Have facility siting criteria that are consistent with the San Diego County Hazardous Waste Management Plan been adopted? Yes No Other

____ _

Documentation: _____

Comments: _____

3. Has a Conditional Use Permit, or other procedure been adopted for processing facility permits? Yes No Other

____ _

Documentation: _____

Comments: _____

4. Are the Southern California Hazardous Waste Management Plan and intergovernmental agreements and incentives programs being used in the evaluation of facility proposals? Yes No Other

____ _

Documentation: _____

Comments: _____

5. Is your jurisdiction, with the assistance of the County of San Diego, working with the private sector to provide information, technical assistance and incentives to achieve the 30 percent waste minimization goal of the Plan? Yes No Other

Documentation: _____

Comments: _____

HOUSING

1. Has the Housing Element of your General Plan been updated as required by State law? Yes No Other

Documentation: _____

Comments: _____

2. Has your Housing Element been found to be in substantial compliance by the State Department of Housing and Community Development? Yes No Other

Documentation: _____

Comments: _____

3. Does your Housing Element include the regional share objective from the Regional Housing Needs Statement which indicates the number of new units needed by July, 1996? Yes No Other

Documentation: _____

Comments: _____

4. Does your Housing Element contain policies to achieve the regional share objective? Yes No Other

Documentation: _____

Comments: _____

5. Does your Housing Element include the fair share objective from the Regional Housing Needs Statement which indicates how many new and existing lower income households should be assisted by July, 1996? Yes No Other

Documentation: _____

Comments: _____

6. Does your Housing Element contain policies to achieve the fair share objective? Yes No Other

Documentation: _____

Comments: _____

ATTACHMENT 1

List of documents available at SANDAG as resources for the checklist:

1. Regional Trip Reduction Ordinance
2. Transportation Control Measures
3. Transit Levels of Service
4. Regional Transportation Plan
5. Congestion Management Program
6. County Water Authority Ordinance 91-2
7. Draft of County Water Authority Water Conservation and Demand Management Program
8. County Water Authority's Model Water Reclamation Ordinance
9. State Department of Water Resources Model Xeriscape Ordinance
10. Definition of Regionally Significant Open Space
11. San Diego County Hazardous Waste Management Plan
12. Southern California Hazardous Waste Management Plan
13. Regional Housing Needs Statement

SELF-CERTIFICATION PROCESS AND SCHEDULE REGIONAL GROWTH MANAGEMENT STRATEGY

INTRODUCTION

The SANDAG Joint Powers Agreement Amendment that established the Regional Planning and Growth Management Review Board requires the Board to adopt rules to implement a self-certification process for member agencies. Member agencies agree to "... determine (self-certify) the pertinent elements of their general plans with regional plans." The attached three-part outline and schedule is intended to carry out the self-certification process.

The following three points should be incorporated in self-certification:

- The parts of the Regional Growth Management Strategy (RGMS) subject to consistency determination should include more than plans and policies. Important implementation actions recommended in the RGMS, such as ordinances, should also be included in local determination of consistency. The RGMS will identify recommendations that should be included in self-certification.
- Local jurisdictions should have flexibility in determining their consistency with the RGMS. If a jurisdiction has not adopted the exact policy or implementation action identified in the RGMS, it should be able to certify its consistency if it can document an alternative means it is using to achieve the objectives of the RGMS recommendations.
- There should be consistency between the RGMS and the plans and programs of appropriate single purpose regional agencies. The single purpose regional agencies including the Air Pollution Control District, County Water Authority, Regional Water Quality Control Board and San Diego Local Agency Formation Commission have been involved in the preparation of the Strategy, and their plans, or elements of their plans, have been included as part of the Strategy. To ensure consistency the agencies will:
 - 1) Review the draft Strategy for consistency with their plans and programs, and suggest changes to the Strategy as appropriate. Plans and programs may also be revised to achieve consistency;
 - 2) Review the adopted Strategy annually for consistency with their plans and programs, and report in a similar manner as local jurisdictions to the Regional Board on the results of that review; and
 - 3) Participate in the annual Quality of Life Standards and Objectives monitoring report.

This participation, in conjunction with local jurisdiction self-certification with the Regional Growth Management Strategy, will provide for comprehensive local/regional cooperation. In the event of a dispute, single purpose regional agencies may request that SANDAG initiate the Conflict Resolution Procedure available to member agencies.

PART I: INITIAL SELF-CERTIFICATION PROCESS

1. Regional Board adopts initial RGMS after holding a public hearing. SUMMER, 1991
2. Regional Board prepares and distributes model self-certification resolution and checklist as guidance to local jurisdictions. 1ST MONTH FOLLOWING ADOPTION

The checklist will be modeled after the CEQA initial study checklist. The checklist will identify RGMS recommendations requiring self-certification. Each jurisdiction will be asked to check one of three responses (full consistency, partial consistency, or inconsistent) for the identified RGMS recommendations. Space will be provided to explain the response for each recommendation, including documentation of how consistency may have been achieved through alternative actions to those recommended in the RGMS. This feature of the checklist will provide for local flexibility in self-certification.
3. Local jurisdictions file status report with the Regional Board (the completed checklist) regarding consistency with the RGMS after holding a public hearing. BY END OF 6TH MONTH FOLLOWING ADOPTION

The status report should identify where the jurisdiction is consistent, and identify actions the jurisdiction intends to take to achieve consistency. If a jurisdiction anticipates that the actions necessary to achieve consistency will take more than twelve months it will notify the Board in the status report and provide an estimated completion date.
4. Local jurisdictions take actions to achieve consistency. 6TH MONTH THROUGH 18TH MONTH FOLLOWING ADOPTION
5. Local jurisdictions adopt self-certification resolution and file with Regional Board after holding a public hearing. A revised checklist is attached to resolution. BY END OF 19TH MONTH FOLLOWING ADOPTION

- | | | |
|----|--|--|
| 6. | Regional Board issues status report on self-certification at a public hearing. The status report is a compilation of local jurisdiction self-certification documentation provided in step 5. | BY END OF
20th MONTH
FOLLOWING
ADOPTION |
|----|--|--|

PART II: CONTINUING SELF-CERTIFICATION PROCESS

- | | | |
|----|---|--------------|
| 1. | After adoption of the initial RGMS by the Regional Board, all RGMS related local jurisdiction plan amendments, regulations and other actions should be subject to a self-certification finding. A copy of each finding should be forwarded to the Regional Board, placed on their agenda as an information item, and made available to the public. | CONTINUING |
| 2. | Regional Board prepares and distributes annual report monitoring growth and the implementation of the RGMS.

This report is the regional "report card" on progress toward meeting the Quality of Life Standards and Objectives in the RGMS. It highlights any changes that may be necessary in the RGMS to account for changes in Quality of Life Standards and Objectives or for problems encountered in making progress towards their achievement. The annual monitoring report should be issued to the Regional Board at a public hearing. | EACH MARCH |
| 3. | Regional Board adopts any appropriate changes or additions to the RGMS, based on local jurisdiction/regional agency review and comment on the monitoring report and after holding a public hearing. | EACH JUNE |
| 4. | Regional Board prepares and distributes model self-certification resolution and checklist as guidance to local jurisdictions.

The checklist will have the same format as the checklist developed for the initial self-certification process. However, it will only concern changes and additions to the RGMS adopted the previous month. | EACH JULY |
| 5. | Local jurisdictions adopt self-certification resolution and file with Regional Board after holding a public hearing. The checklist is attached to resolution. | EACH JANUARY |

If the jurisdiction is unable to complete the actions necessary to achieve consistency by January, it will notify the Board of the date when it expects to file its consistency resolution.

6. Regional Board issues status report on self-certification at a public hearing. The status report is a compilation of local jurisdiction self-certification documentation provided in Steps 1 and 5. EACH FEBRUARY

PART III: SELF-CERTIFICATION DISPUTES AMONG MEMBER AGENCIES - CONFLICT RESOLUTION PROCEDURE

The SANDAG Joint Powers Agreement Amendment establishing the Regional Board includes provisions for resolving self-certification disputes:

Upon request by a Member Agency, the Regional Board will review these self-certifications, and make findings regarding consistency. Where determined by the Regional Board to be appropriate, the Regional Board shall use SANDAG's Conflict Resolution Procedure for resolving disputes among Member Agencies.

The SANDAG Conflict Resolution Procedure follows:

1. Education

In order to provide member agencies with a working knowledge of dispute resolution options, to provide information on the methods and techniques for resolving disputes that require neutral intervention, and to reduce the frequency of unresolved disputes between local agencies, SANDAG shall provide an education program to Board members and staff in conflict management techniques.

2. Agreement to Participate

Local government agencies involved in an interjurisdictional conflict which cannot be resolved among the agencies may, through formal action of their policy bodies, agree to participate in resolving the dispute in accordance with this procedure. Evidence of the agreement to participate shall be forwarded by the local agencies to SANDAG, and shall describe the issue(s) for which review is requested. SANDAG's role shall be limited to providing assistance to the agencies in accordance with this procedure.

Participation in the conflict resolution process shall be voluntary, but is strongly encouraged prior to initiation of litigation by an agency. All parties involved in the dispute shall be requested to participate.

3. Implementation

The Conflict Resolution Procedure may be initiated by:

- one or more involved local agencies
- the SANDAG Board of Directors
- the SANDAG Executive Committee (where timing requires)

4. Confidentiality

The process set forth in Section 5, below, shall be subject to the provisions of California law relating to confidentiality, and specifically the provisions of Section 1152.5 of the Evidence Code.

5. Process

- a. SANDAG staff meets with the affected agencies for purposes of interviewing them regarding the nature and scope of the conflict and to request all necessary information. Such interviews shall be undertaken as soon as possible, but in no case later than 30 days from the date of agreement by the agencies to participate.
- b. SANDAG staff facilitates the selection of a neutral third-party to recommend an appropriate facilitation and negotiation model to be used in resolving the dispute which may include, but not be limited to:
 - Mediation
 - Arbitration
- c. SANDAG staff serving, where appropriate, as a resource to the agencies, and a neutral third-party convene the conflict resolution conference using the model agreed to by the agencies.

The conference should generally consist of the following elements:

Stage I.	Introduction
Stage II.	Opening statement by the agencies
Stage III.	Exchange (for purposes of developing an understanding of each agency's issues and positions)
Stage IV.	Development of options
Stage V.	Draft and execute agreement

- d. The agreement is implemented by the agencies. Follow-up of implementation of the agreement is done by SANDAG.
- e. The Executive Director shall report to the Board at regular intervals on the use of the procedure by local agencies.

PROPOSITION C**REGIONAL PLANNING AND GROWTH CONTROL MEASURE****Section A. Statement of Purpose and Intent**

The purpose of this measure is to demonstrate public support for the concept that certain impacts associated with growth should be resolved on a regional basis. This Measure proposes the establishment of a Regional Planning and Growth Management Review Board (the "Regional Board") which will formulate a regional growth management plan for resolving problems associated with transportation management, solid waste disposal, water reclamation, sewage disposal, air quality and growth inducing industrial zoning. Each city within the San Diego region (the "cities") and the County of San Diego (the "County") shall participate in the formulation of, and shall comply with, the adopted regional growth management plan. This Measure contains the following components:

Section B. Regional Planning and Growth Management Review Board

The Regional Board shall be established by the County and the cities to prepare a regional growth management plan which addresses transportation management, solid waste disposal, water reclamation, sewage disposal, air quality, and determines a fair allocation of industrial land use for each jurisdiction. The Regional Board shall have the authority to require that the County and the cities adopt the necessary legislation to implement the regional growth management plan.

In addition to its authority to formulate and enforce a regional growth management plan, the Regional Board shall be an advisory agency empowered to inform the cities and the County of any regional impacts that might result from any proposed legislative action and to propose revisions to a particular project or proposal or to recommend mitigation measures. The Regional Board may also present proposals to the cities and County, and

encourage the inclusion of such proposals in their respective General Plans, in order to resolve regional problems associated with traffic circulation patterns, land use allocations (with particular emphasis on job-generating land uses), timing and phasing of development, resource protection, community character, and any other regional land use issues. Such proposals may be advisory in nature and will become enforceable only upon adoption of the proposals by the cities and the County.

The Regional Board shall be comprised of at least one representative of each city and of the County who is an elected official. A Blue Ribbon Committee shall be established, consisting of representatives from the cities and the County, to determine how the Regional Board should be established, the form of State legislation required, and whether a joint powers agreement would be necessary between the cities and the County. This Blue Ribbon Committee shall formulate its recommendation by no later than June 30, 1989.

Section C. Regional Growth Management Plan

The regional growth management plan shall establish guidelines for certain regional growth issues and formulate legislation for the cities and the County to implement. The plan shall contain the following elements:

1. Quality of Life Standards: To be adopted for the region as a whole and for the cities and County. The quality of life standards shall be limited to transportation management, solid waste disposal, water reclamation, sewage disposal, and air quality.
2. Regional Facilities: To identify needed regional facilities necessary for attainment of the quality of life standards, the cost of such facilities, and possible financing mechanisms.

3. Holding Capacities: To be established for the region as a whole and for the cities and County, to be based on facilities adequacy and the ability to attain and maintain the quality of life standards.
4. Transportation System Management: To contain mandatory regional techniques such as ride sharing, flexible work hours, and to promote public transportation services along major corridors.
5. Growth Rate Component: To identify and address those causes of growth which are subject to local or regional control, with the objective of assuring attainment of the quality of life standards by, if necessary, reducing overall growth within the region.
6. Growth Phasing Component: To tie the rate of development to the provision of adequate regional facilities as needed to attain the quality of life standards.
7. Regional Land Use Distribution Component: To develop regional policies concerning the allocation of industrial land use to promote a better balance between employment and residential land uses, with the objectivity of reducing traffic congestion, air pollution and energy usage.

The regional growth management plan shall be prepared and adopted by the Regional Board within one year of the formal establishment of the Regional Board. The cities and County shall amend all appropriate elements of their General Plans to include the previously mentioned seven elements within one year following adoption of the regional growth management plan to conform to its provisions.

Section D. Interim Development Constraints

Interim constraints to limit growth to 75 % of the San Diego Association of Governments population projections for each city, community or subregional area may be placed on all development activity within the region until the Regional Growth Management Plan has

been prepared and adopted by the Regional Planning and Growth Management Review Board, and implemented by the region's jurisdictions.

Section E. Regional Funding System

An equitable funding system shall be established for planning and implementation of these growth management strategies.

NEGATIVE DECLARATION

SUBJECT: Regional Growth Management Strategy

- I. PROJECT DESCRIPTION: See attached Initial Study
- II. ENVIRONMENTAL SETTING: The San Diego County region (San Diego County).
- III. DETERMINATION:

The San Diego Association of Governments has conducted an Initial Study and determined that the proposed project will not have a significant impact on the environment, and the preparation of an Environmental Impact Report will not be required.

IV. DOCUMENTATION:

The attached Initial Study documents the reasons to support the above determination.

V. MITIGATION MEASURES:

Any projects that will result from the implementation of the Regional Growth Management Strategy will be subject to environmental review in accordance with the California Environmental Quality Act.

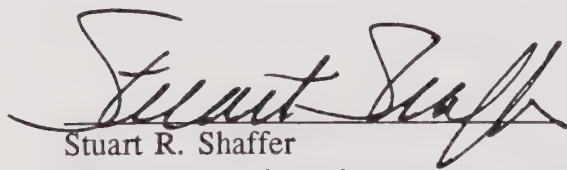
VI. PUBLIC REVIEW DISTRIBUTION:

Draft copies or notice of this Negative Declaration were distributed to the attached list of agencies and groups.

VII. RESULTS OF PUBLIC REVIEW:

To be added at the close of the review period.

Copies of the Draft Negative Declaration and any Initial Study material are available at the SANDAG offices, at the above address, for review, or for purchase for the cost of reproduction.



Stuart R. Shaffer
Deputy Executive Director

July 12, 1991
Date of Draft Report

ANALYST: Susan Baldwin

SUBJECT: Regional Growth Management Strategy

I. PURPOSE AND MAIN FEATURES:

In November, 1988, the voters of the San Diego region approved Proposition C which called for the establishment of a Regional Planning and Growth Management Review Board, and the preparation of a Regional Growth Management Strategy. SANDAG's Board of Directors now serves as the Regional Planning and Growth Management Review Board.

The Regional Growth Management Strategy contains policies and recommended actions to manage the adverse impacts of growth in the San Diego region. The Strategy takes a quality of life approach to managing growth. The actions contained in the Strategy are intended to preserve or improve the region's quality of life.

Eight Quality of Life Factors have been included in the Strategy: air quality, water, sewage treatment, sensitive lands preservation and open space protection, solid waste management, hazardous waste management, transportation system and demand management, and housing. These factors were chosen because they address issues that affect the whole San Diego region, not just individual jurisdictions.

Standards and objectives have been assigned to each Quality of Life factor. These standards and objectives are the goals of the Strategy. They are measurable so that we can monitor how well we are doing in meeting them each year, and their achievement will be the primary measure of the Strategy's success.

The Strategy contains recommended actions to achieve the Quality of Life Standards and Objectives. The plans and programs of several regional public agencies such as the Air Pollution Control District and the County Water Authority are included in the recommended actions.

In addition, the Strategy contains recommendations in two areas which relate to the achievement of the Quality of Life Standards and Objectives: (1) Regional Public Facilities Financing and Siting, and (2) Growth Rate, Phasing and Land Use Distribution. How we will pay for such things as transportation facilities and open space will be included in a Regional Public Facilities Financing Plan to be distributed at a later date. How we will site facilities like new landfills, and whether we should try and balance jobs and housing to reduce traffic congestion and improve air quality, are discussed in the Strategy.

The Strategy also describes how we will monitor our progress in meeting the Quality of Life Standards and Objectives, and how local jurisdictions and regional agencies will certify the consistency of their plans, policies and regulations with the Strategy.

II. ENVIRONMENTAL SETTING:

The San Diego County region (San Diego County).

III. ENVIRONMENTAL ANALYSIS:

The Initial Study Checklist is attached. The Checklist is designed to identify the potential for significant environmental impacts which could be associated with a project. Answers of "yes" and "maybe" indicate that there is a potential for significant environmental impacts, and these answers are discussed in Section IV.

IV. DISCUSSION:

The main purpose of the Regional Growth Management Strategy is to mitigate the adverse environmental impacts of growth in the San Diego region. The recommended actions in the Strategy will have, overall, a positive effect on the environment. While implementation of some of the recommended actions may have a significant effect on the environment, e.g. the construction of transportation, solid waste and other public facilities, these projects will be subject to environmental review at the project level before they are built.

"Yes" and "maybe" answers in the Initial Study Checklist indicate a potential for significant environmental impacts. These determinations are explained below.

G. 1, 2 and 3. Land Use - The Strategy makes recommendations regarding the protection of sensitive lands such as steep slopes, wetlands and floodplains. These recommendations may result in changes to land use designations, or the goals, objectives and recommendations contained in local land use plans. They may also be inconsistent with the adopted environmental plans for an area. Implementing the Strategy's recommendations in this case would, however, result in improvements to local plans and policies with respect to environmental issues.

J. Population - The Strategy could alter the planned location, distribution, density or growth rate of the population in the region. There are several recommendations included in the Strategy, or which may be included, which may result in changes of this type.

The sensitive lands and open space recommendations may cause population related changes as a result of changes to local plans and policies. These changes to local plans and policies would result from the protection of sensitive environmental resources, and would require environmental review at the time they are proposed.

There are several potential recommendations which may be included in the Strategy as it evolves which may also result in population related changes. These include potential recommendations to balance the location of jobs and housing, and increasing densities adjacent to transit stations and other access points to the transportation

system. Although the Strategy does not include recommendations regarding these issues now, they are still being studied and recommendations may be added in the future. If changes like this are proposed they could affect the Land Use category (G.), too. The major purpose of these potential changes would be to reduce traffic congestion and improve air quality, thus improving the environment. Specific environmental impacts relating to these potential land use and population changes would, however, be considered during the environmental review of specific projects.

M. Public Services - The Strategy could have an effect upon, or result in a need for new or altered governmental services for fire protection, police protection, schools, parks or other recreational facilities, maintenance of public facilities, or other governmental services. These changes could result from the potential land use or population effects discussed in G. and J. above. No specific changes are recommended in the Strategy, however, and any changes would require environmental review, when and if specific projects are proposed.

III. Environmental Analysis:

This Initial Study checklist is designed to identify the potential for significant environmental impacts which could be associated with a project. All answers of "yes" and "maybe" indicate that there is a potential for significant environmental impacts and these determinations are explained in Section IV.

	<u>Yes</u>	<u>Maybe</u>	<u>No</u>
A. <u>Geology/Soils</u> . Will the proposal result in:			
1. Exposure of people or property to geologic hazards such as earthquakes, landslides, mudslides, ground failure, or similar hazards?	_____	_____	<u>X</u>
2. Any increase in wind or water erosion of soils, either on or off the site?	_____	_____	<u>X</u>
B. <u>Air</u> . Will the proposal result in:			
1. Air emissions which would substantially deteriorate ambient air quality?	_____	_____	<u>X</u>
2. The exposure of sensitive receptors to substantial pollutant concentrations?	_____	_____	<u>X</u>
3. The creation of objectionable odors?	_____	_____	<u>X</u>
4. The creation of dust?	_____	_____	<u>X</u>
5. Any alteration of air movement in the area of the project?	_____	_____	<u>X</u>
6. A substantial alteration in moisture, or temperature, or any change in climate, either locally or regionally?	_____	_____	<u>X</u>
C. <u>Hydrology/Water Quality</u> . Will the proposal result in:			

- | | | | | |
|----|---|-------|-------|----------|
| 1. | Changes in currents, or the course of direction of water movements, in either marine or fresh waters? | _____ | _____ | <u>X</u> |
| 2. | Changes in absorption rates, drainage patterns, or the rate and amount of surface runoff? | _____ | _____ | <u>X</u> |
| 3. | Alterations to the course or flow of flood waters? | _____ | _____ | <u>X</u> |
| 4. | Discharge into surface or ground waters, or in any alteration of surface or ground water quality, including, but not limited to temperature, dissolved oxygen or turbidity? | _____ | _____ | <u>X</u> |
| 5. | Discharge into surface or ground waters, significant amounts of pesticides, herbicides, fertilizers, gas, oil or other noxious chemicals? | _____ | _____ | <u>X</u> |
| 6. | Change in deposition or erosion of beach sands, or changes in siltation, deposition or erosion which may modify the channel of a river or stream or the bed of the ocean or any bay, inlet or lake? | _____ | _____ | <u>X</u> |
| 7. | Exposure of people or property to water related hazards such as flooding? | _____ | _____ | <u>X</u> |
| 8. | Change in the amount of surface water in any water body? | _____ | _____ | <u>X</u> |

D. Biology. Will the proposal result in:

- | | | | | |
|----|---|-------|-------|----------|
| 1. | A reduction in the number of any unique, rare, endangered, sensitive or fully protected species of plants or animals? | _____ | _____ | <u>X</u> |
| 2. | A substantial change in the diversity of any species of animals or plants? | _____ | _____ | <u>X</u> |
| 3. | Introduction of invasive species of plants into the area? | _____ | _____ | <u>X</u> |

- | | | | | |
|--|---|-------|------------|------------|
| 4. | Interference with the movement of any resident or migratory fish or wildlife species? | _____ | _____ | X
_____ |
| 5. | An impact on a sensitive habitat, including, but not limited to streamside vegetation, oak woodland, vernal pools, coastal salt marsh, lagoon, wetland, or coastal sage scrub or chaparral? | _____ | _____ | X
_____ |
| 6. | Deterioration of existing fish or wildlife habitat? | _____ | _____ | X
_____ |
| E. <u>Noise.</u> Will the proposal result in: | | | | |
| 1. | A significant increase in the existing ambient noise levels? | _____ | _____ | X
_____ |
| 2. | Exposure of people to noise levels which exceed the City's adopted noise ordinance? | _____ | _____ | X
_____ |
| 3. | Exposure of people to current or future transportation noise levels which exceed standards established in the Transportation Element of the General Plan? | _____ | _____ | X
_____ |
| F. <u>Light, Glare and Shading.</u> Will the proposal result in: | | | | |
| 1. | Substantial light or glare? | _____ | _____ | X
_____ |
| 2. | Substantial shading of other properties? | _____ | _____ | X
_____ |
| G. <u>Land Use.</u> Will the proposal result in: | | | | |
| 1. | A land use which is inconsistent with the adopted community plan land use designation for the site? | _____ | X
_____ | _____ |
| 2. | A conflict with the goals, objectives and recommendations of the community plan in which it is located? | _____ | X
_____ | _____ |
| 3. | A conflict with adopted environmental plans for the area? | _____ | X
_____ | _____ |

4. Land uses which are not compatible with aircraft accident potential as defined by a SANDAG (ALUC) Airport Land Use Plan? _____ X
- H. Natural Resources. Will the proposal result in:
1. The prevention of future extraction of sand and gravel resources? _____ X
 2. The conversion of agricultural land to nonagricultural use or impairment of the agricultural productivity of agricultural land? _____ X
- I. Recreational Resources: Will the proposal result in an impact upon the quality or quantity of existing recreational opportunities? _____ X
- J. Population. Will the proposal alter the planned location, distribution, density, or growth rate of the population of an area? _____ X _____
- K. Housing. Will the proposal affect existing housing in the community, or create a demand for additional housing? _____ X
- L. Transportation/Circulation. Will the proposal result in:
1. Traffic generation in excess of specific/ community plan allocation? _____ X
 2. An increase in projected traffic which is substantial in relation to the capacity of the street system? _____ X
 3. An increased demand for off-site parking? _____ X
 4. Effects on existing parking? _____ X
 5. Substantial impact upon existing or planned transportation systems? _____ X
 6. Alterations to present circulation movements including effects on existing public

- | | | | | |
|----|--|-------|----------|----------|
| | access to beaches, parks, or other open space areas? | _____ | _____ | <u>X</u> |
| 7. | Increase in traffic hazards to motor vehicles, bicyclists or pedestrians? | _____ | _____ | <u>X</u> |
| M. | <u>Public Services.</u> Will the proposal have an effect upon, or result in a need for new or altered governmental services in any of the following areas: | | | |
| a. | Fire protection? | _____ | <u>X</u> | _____ |
| b. | Police protection? | _____ | <u>X</u> | _____ |
| c. | Schools? | _____ | <u>X</u> | _____ |
| d. | Parks or other recreational facilities? | _____ | <u>X</u> | _____ |
| e. | Maintenance of public facilities, including roads? | _____ | <u>X</u> | _____ |
| f. | Other governmental services? | _____ | <u>X</u> | _____ |
| N. | <u>Utilities.</u> Will the proposal result in a need for new systems, or require substantial alterations to existing utilities, including: | | | |
| a. | Power? | _____ | _____ | <u>X</u> |
| b. | Natural gas? | _____ | _____ | <u>X</u> |
| c. | Communications systems? | _____ | _____ | <u>X</u> |
| d. | Water? | _____ | _____ | <u>X</u> |
| e. | Sewer? | _____ | _____ | <u>X</u> |
| f. | Storm water drainage? | _____ | _____ | <u>X</u> |
| g. | Solid waste disposal? | _____ | _____ | <u>X</u> |
| O. | <u>Energy.</u> Will the proposal result in the use of excessive amounts of fuel or energy? | _____ | _____ | <u>X</u> |

P. Water Conservation. Will the proposal result in:

- | | | | | |
|----|--|-------|-------|----------|
| 1. | Use of excessive amounts of water? | _____ | _____ | <u>X</u> |
| 2. | Landscaping which is predominantly non-drought resistant vegetation? | _____ | _____ | <u>X</u> |

Q. Neighborhood Character/Aesthetics. Will the proposal result in:

- | | | | | |
|----|--|-------|-------|----------|
| 1. | The obstruction of any vista or scenic view from a public viewing area? | _____ | _____ | <u>X</u> |
| 2. | The creation of a negative aesthetic site or project? | _____ | _____ | <u>X</u> |
| 3. | Project bulk, scale, materials or style which will be incompatible with surrounding development? | _____ | _____ | <u>X</u> |
| 4. | Substantial alteration to the existing character of the area? | _____ | _____ | <u>X</u> |
| 5. | The loss of any distinctive or landmark tree(s), or a stand of mature trees? | _____ | _____ | <u>X</u> |
| 6. | Substantial change in topography or ground surface relief features? | _____ | _____ | <u>X</u> |
| 7. | The loss, covering or modification of any unique geologic or physical features such as a natural canyon, sandstone bluff, rock outcrop or hillside with a slope in excess of 25 percent? | _____ | _____ | <u>X</u> |

R. Cultural/Scientific Resources. Will the proposal result in:

- | | | | | |
|----|---|-------|-------|----------|
| 1. | Alteration of or the destruction of a prehistoric or historic archaeological site? | _____ | _____ | <u>X</u> |
| 2. | Adverse physical or aesthetic effects to a prehistoric or historic building, structure, object or site? | _____ | _____ | <u>X</u> |

- | | | | | |
|----|---|-------|-------|--------------|
| 3. | Adverse physical or aesthetic effects to an architecturally significant building, structure, or object? | _____ | _____ | <u> X </u> |
| 4. | Any impact to existing religious or sacred uses within the potential impact area? | _____ | _____ | <u> X </u> |
| 5. | The loss of paleontological resources? | _____ | _____ | <u> X </u> |
- S. Human Health/Public Safety. Will the proposal result in:
- | | | | | |
|----|---|-------|-------|--------------|
| 1. | Creation of any health hazard or potential health hazard (excluding mental health)? | _____ | _____ | <u> X </u> |
| 2. | Exposure of people to potential health hazards? | _____ | _____ | <u> X </u> |
| 3. | A future risk of an explosion or the release of hazardous substances (including but not limited to gas, oil, pesticides, chemicals, radiation or explosives)? | _____ | _____ | <u> X </u> |
- T. Mandatory Findings of Significance.
- | | | | | |
|----|---|-------|-------|--------------|
| 1. | Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory? | _____ | _____ | <u> X </u> |
| 2. | Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals? (A short-term impact on the environment is one which occurs in a relatively brief, | | | |

definitive period of time while long-term impacts will endure well into the future.)

3. Does the project have impacts which are individually limited, but cumulatively considerable? (A project may impact on two or more separate resources where the impact on each resource is relatively small, but where the effect of the total of those impacts on the environment is significant.)

_____ X

4. Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly?

_____ X

_____ X

DISTRIBUTION
REGIONAL GROWTH MANAGEMENT STRATEGY
Negative Declaration

Draft copies or notice of this Negative Declaration were given a broad distribution. The following agencies, groups and individuals from SANDAG's mailing list were sent copies of the Draft Regional Growth Management Strategy and Negative Declaration:

Incorporated Cities (San Diego Region) - Mayors, Councilmembers, Planning Commissioners, City Managers, Planning Directors, Public Works/Utilities Directors
County of San Diego - Board of Supervisors, Chief Administrative Officer, Planning Commissioners, Planning Director, Public Works Director
City of San Diego Community Planning Groups
County of San Diego Community Planning and Sponsor Groups
State Legislators, San Diego Delegation
Department of Defense
CALTRANS
State Clearinghouse
Air Pollution Control District
Local Agency Formation Commission
Metropolitan Transit Development Board
North County Transit Development Board
Board of Port Commissioners
Regional Water Quality Control Board
County Water Authority
Water District Managers
Sewer District Managers
California Transportation Commission
California Council of Government Directors
League of Women Voters, Officers and Directors
Environmental Groups - Sierra Club, Citizens Coordinate for Century 3, Environmental Health Coalition, San Diego Ecology Centre, I Love a Clean San Diego, et al.
Chambers of Commerce (San Diego Region)
SANDAG Committees -
 Regional Growth Management Technical Committee
 Regional Transportation Advisory Committee (RTAC)
 Regional Transportation Demand Management Advisory Committee
 Regional Transportation Demand Management Technical Committee
 Shoreline Erosion Committee
 Regional Revenues Advisory Committee
 Open Space Technical Advisory Committee and Public Participation List
 Integrated Waste Management Citizens and Technical Committees

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